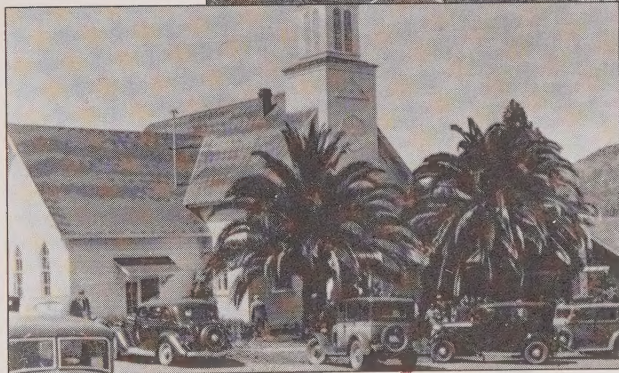
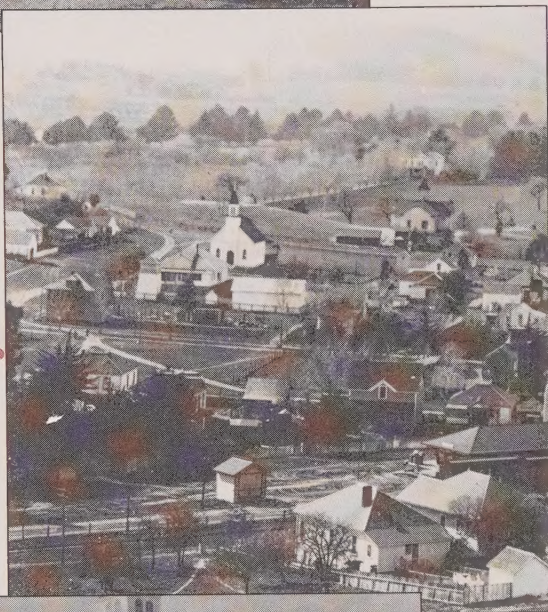
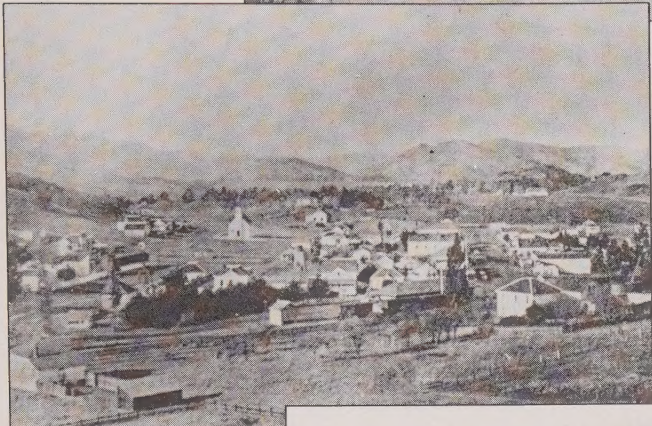
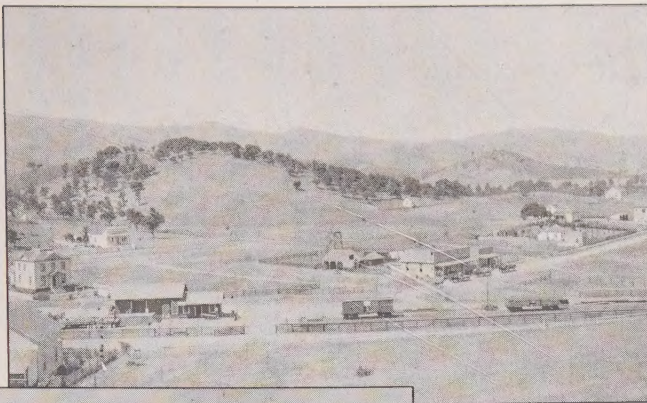


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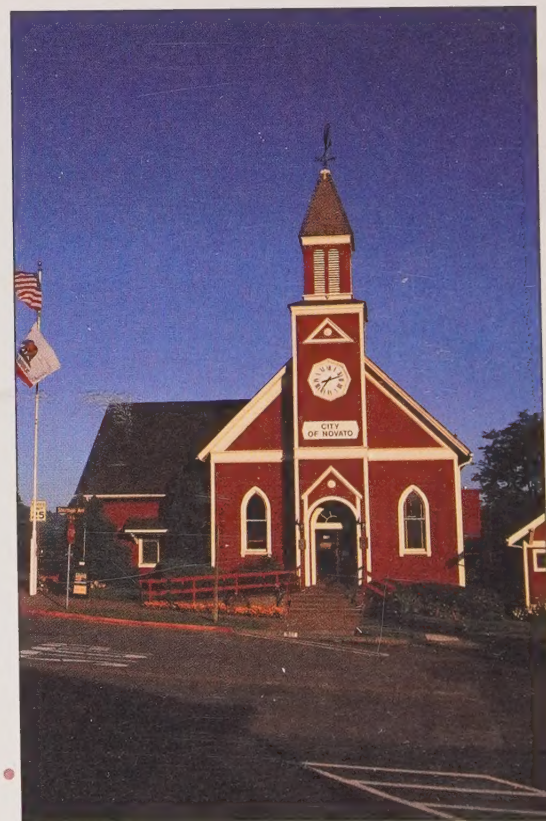
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CITY OF NOVATO GENERAL PLAN

Adopted by Novato City Council on March 8, 1996
by Resolution No. 21-96

City of Novato
Community Development Department
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Please check with the Community Development Department on the status of the General Plan regarding updates and recent amendments subsequent to adoption.



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City of Novato



General Plan Summary

March 1996

City of Novato

General Plan March 1996

Summary

The Novato General Plan is a statement of the community's vision for the future. The Plan is a comprehensive, long-range plan and identifies Novato's land use, transportation, environmental, economic, fiscal, and social goals and policies as they relate to the conservation and development of land in Novato. The Plan is the result of over five years of community participation, research, and preparation. The March 1996 Plan supersedes the City's existing 1981 General Plan. This General Plan is one of the strongest, if not the strongest, environmental plans in the State of California assuring the quality, protection, and conservation of the natural and built environment. The Plan balances its responsibilities of meeting the needs of Novato's residents with meeting the needs of Novato's environs.

Goals of the Plan

The General Plan was developed through an extensive public participation process, including a community survey. Early public comments created a foundation of goals adopted by the City Council. The goals are as follows:

1. Preserve and improve the quality of life in Novato. Conserve and where appropriate restore the natural environment and strive for high quality in the built environment that complements the natural environment.
2. Retain and promote the small town character of Novato including preservation of the historic features and landmarks.
3. Keep Novato relatively compact in physical size by establishing firm urban limit lines. Provide areas where land uses, densities and intensities create a gradual transition from the developed suburban area to the surrounding rural area. Coordinate with the County to maintain rural land uses within the Novato sphere of influence.
4. Maintain and revitalize Downtown Novato as the heart of the community.
5. Preserve, protect and enhance the natural setting throughout the community, including creeks, hillsides, ridgelines, woodlands, wildlife, native plants, wetlands and open space.
6. Preserve bay front lands and diked wetlands for agriculture, resource restoration, conservation and recreation.

Appendix A, "Novato Neighborhoods," and Appendix B, "Reference Materials," are not an adopted part of the Plan but contain information relating to the General Plan.

Highlights from each chapter of the Plan are as follows:

Land Use Chapter

The Land Use Chapter contains a growth management program. The program consists of the following components:

- Land Use Designations Map
- Infrastructure and Services
- Constraints Analysis

The Land Use Designations Map illustrates the pattern of conservation and development that the General Plan envisions. Development is managed so that growth consistent with the General Plan can occur while the adequacy of infrastructure and public services is maintained. The constraints analysis is a process of investigating a site's natural resources and hazards relative to property development so that environmental values are imparted throughout project design and construction and hazards to people and property are minimized.

The constraints analysis portion of the growth management program reflects the high value the community places on protecting the rich mix of environmental resources in Novato and the concern over safety issues such as unstable slopes and flooding. Most undeveloped properties in Novato have environmental and safety constraints to consider.

The General Plan reduces the overall density from the 1981 Plan and thus many of its impacts such as traffic, noise, and pollution; protects and advocates stronger neighborhoods; enhances livability; and reduces impacts on services and infrastructure. Residential growth potential is reduced by approximately 13 percent, and nonresidential by approximately 10 percent.

The General Plan restricts new retail centers and focuses on providing corporate development like Fireman's Fund, Broderbund, Mindscape, Harris Digital, and other similar leading edge corporations, to provide a strong local economy and provide well paying job opportunities to Novato residents. This will greatly improve the jobs/housing balance in Novato reducing the amount of commute traffic and enhancing the sense of community.

Transportation

The Transportation Chapter, in conjunction with the Land Use Chapter, contains many policies and programs to tie growth to the resolution of traffic impacts created by development. The reduced development under the 1996 General Plan means lower traffic volumes than from the 1981 Plan and less congestion on local streets. The chapter also reflects the City's participation in the Marin Congestion Management Agency dealing with regional traffic issues including Highways 101 and 37. Only regional and state actions can substantially reduce congestion in the 101 and 37 corridors, but the General Plan policies and programs will ensure that Novato does its part – the Plan includes land use changes suggested by the Congestion Management Agency staff. The chapter promotes transit use and provides policies and programs to help reduce dependency on automobiles and eliminates the unnecessary intrusion

Safety and Noise

The Safety and Noise Chapter deals with the protection of the community from unreasonable risks associated with the effects of earthquake, flooding, landslides, slope instability, subsidence, and other known geologic hazards. Other hazards or potential hazards such as fire hazards, aviation hazards, electromagnetic fields and hazardous materials are covered in this chapter. The City's emergency response capacity is also outlined in this chapter. The General Plan protects and maintains vital City services such as police and fire.

The Noise section identifies and evaluates community noise sources and problems. Policies and programs are keyed to ensuring that development is compatible with established noise standards.

Economic Development and Fiscal Vitality

This chapter is new to the General Plan. The chapter provides a framework for the City's commitment to foster a vital and sustainable local economy that balances, and is consistent with, the broader social and environmental goals of the community. The Economic Development section describes the City's objectives, policies, and programs to strengthen and diversify Novato's economy. The second section presents objectives, policies, and programs relating to the City's financial well being and the City's ability to provide services such as police protection, parks and recreation, planning, public works, and maintenance of City parks, streets, and facilities. The General Plan provides for fiscally sound government and obligates growth to pay its fair share.

An Economic Development Commission is proposed to foster public and private cooperation and to lead to implementation of the policies and programs in this chapter.

Human Services

The Human Services element reflects Novato's interest and concern for the well being of Novato residents. This chapter defines ways Novato can better provide and coordinate services and facilities to those members of the community with special needs. The chapter outlines the City's commitment to services such as care of seniors, children, disabled persons, youth services, home services, and social programs.. The City supports health care services for all segments of the community. The approval of the new Community Hospital is an example of the City's commitment to superior health care for Novato residents.

Public Facilities and Services

This chapter establishes the objectives, policies, and programs for the major public facilities and services that Novato needs to support the development envisioned in the General Plan. Public schools are provided by the Novato Unified School District. The College of Marin Indian Valley campus in Novato is provided by the Marin Community College District. Many services are provided by public agencies other than the City of Novato as follows:

- Water service
- Wastewater collection, treatment and disposal
- Garbage collection
- Flood control
- Fire protection

Appendix B: Reference Materials

Appendix B contains information such as a map or summary of materials or documents that are referred to in the General Plan and where the documents can be located. As the Council adopts other plans, such as the Downtown Specific Plan, they can be referenced in this appendix so users of the General Plan are aware of other plans that relate to the General Plan.

Conclusion

It is anticipated Novato will be built out during the 20-year time frame of this Plan. Because there are a limited number of developable parcels in Novato, care was taken to create a balanced community. In summary, the General Plan strives to protect and continue the quality of life that Novato citizens have come to expect and enjoy while improving the economic vitality of Novato.

Introduction

INTRODUCTION

1. WHAT IS A GENERAL PLAN?

State law requires that all cities and counties prepare a comprehensive, long-range general plan for the physical development of the jurisdiction. The plan is the constitution for the City's development, and governs all land use regulations, including zoning.

The General Plan has the following purposes:

- To identify the community's land use, transportation, environmental, economic and social goals and policies as they relate to land use, conservation and development.
- To enable the City Council and the Planning Commission to establish long-range conservation and development policies.
- To provide a basis for judging whether specific private development proposals and public projects are in harmony with these policies.
- To inform citizens, developers, decision makers and other jurisdictions of the ground rules that will guide development and conservation within the Novato Area of Interest.

The Novato General Plan is a statement of the community's vision of the future. It is a long-range and comprehensive plan that coordinates all major components of the community's physical development for the next twenty years. Because the Plan is long-range and comprehensive, it is general. It serves as a framework for public and private development, and establishes requirements for additional planning studies where greater specificity is needed.

The "build-out," or full development, allowed by the General Plan is based on current projections of population and employment growth over the next twenty years. It is possible, however, that the total amount of development allowed by the Plan will not be constructed over this 20-year period, due to changes in economic conditions and other factors.

State law requires that General Plans be internally consistent. Accordingly, the objectives, policies, and programs for each topic area in this Plan relate to those in other topic areas.

The Plan has been prepared in accordance with State law (Government Code). State law provides a basic framework of requirements with considerable latitude for communities to shape their General Plans to local conditions (Gov. Code 65300.7). The State has also prepared Guidelines (Office of Planning and Research, November 1990) to suggest methods of General Plan preparation. The Guidelines are technically helpful, but are not binding; many issues and ideas in the Guidelines are not applicable to Novato and are not addressed in this Plan.

This revision of the Novato General Plan replaces the plan adopted in 1981, the last time the City comprehensively revised its General Plan.

2. ORGANIZATION AND CONTENT OF THE PLAN

General Plan Elements

The General Plan consists of text, diagrams, and maps, along with objectives, policies and programs. It is organized into nine chapters covering all of the elements required by State law. In addition to the mandated topics, Novato has included four optional chapters: Community Identity, Economic Development and Fiscal Vitality, Human Services, and Public Facilities. IN Table 1 presents the relationship of the chapters to the State-mandated elements.

IN Table 1: Relation of General Plan Chapters to State-mandated Elements	
Mandated Elements	Novato General Plan Chapter
Land Use Element	Land Use Chapter
Circulation Element	Transportation Chapter
Housing Element	Housing Chapter
Conservation Element	Environment Chapter
Open Space Element	Environment Chapter
Safety Element	Safety Chapter
Noise Element	Safety Chapter
	Economic Development and Fiscal Vitality Chapter (optional)
	Human Services Chapter (optional)
	Public Facilities and Services Chapter (optional)
	Community Identity Chapter (optional)

The Plan's nine chapters are briefly summarized as follows:

Chapter I: Land Use. Establishes land use designations with types and intensities of use and sets policies and programs regarding growth management, annexation, and the City's Sphere of Influence.

Chapter II: Transportation. Contains policies for the roadway system, Level of Service standards, transit, pedestrian and bicycle trails, transportation for the mobility-impaired, and ways of managing transportation demand, taking into account the relationship between land use and transportation.

Chapter III: Housing. Includes policies and programs to increase the variety and types of housing in the City, emphasizing infill sites, increased density, and mixed uses Downtown; and a discussion of housing needs and programs to provide additional housing for special groups.

Chapter IV: *Environment*. Includes the State-mandated open space and conservation elements. Emphasis is on identifying and protecting environmentally sensitive areas such as the Bayfront areas, maintaining ample open space and parks to meet the City's needs, and preserving urban separators.

Chapter V: *Safety and Noise*. Includes the State-mandated safety and noise elements and contains policies and programs to protect the community from injury, loss of life, and property damage resulting from natural disasters and hazardous conditions; to protect the community from exposure to hazardous materials transportation, storage, and disposal; and to reduce the adverse effects of noise.

Chapter VI: *Economic Development and Fiscal Vitality*. Addresses the economic and fiscal needs of Novato. Policies and programs are directed at broadening the City's employment base, increasing retail sales tax revenue, and implementing an economic development strategy.

Chapter VII: *Human Services*. Addresses the community's needs for child care, services for senior citizens, youth programs and a variety of human services.

Chapter VIII: *Public Facilities and Services*. Discusses public facilities such as water, storm drainage and schools.

Chapter IX: *Community Identity*. Discusses urban design guidelines to ensure that new development is attractive and contributes to Novato's unique sense of place. This chapter contains a section specifically relating to the *Downtown*, as well as programs to preserve historic resources and to develop a public art program.

Appendix A: *Novato Neighborhoods*, Appendix B: *Reference Material*, and the *Glossary* are not adopted parts of the General Plan and are included to assist the reader in using the plan. Similarly, the Background Reports for the General Plan listed in the bibliography are not adopted parts of the General Plan.

Goals, Objectives, Policies, and Programs

Goals, objectives, policies and programs are the essence of the Plan and are defined below:¹

- *Goal: An ultimate purpose expressing community values toward which the City will direct effort.*

Section 6 of this Introduction contains goals for Novato that were adopted by the Novato City Council on September 29, 1992.

- *Objective: A desired result or accomplishment related to a broader goal.*
- *Policy: A statement of principle or guiding action that implies a clear commitment. A direction that the City elects to follow in order to meet its goals and objectives.*

¹ Refer to the Glossary for definitions of terms used in the General Plan

- *Program: An action or strategy carried out in response to adopted policy to achieve a specific objective.*

Policies and programs establish the “who,” “where,” and “what” of the goals and objectives. Implementation of the programs described in the Plan will be the responsibility of one or more City departments, often with the cooperation of other agencies or jurisdictions. In the majority of cases, responsibility for implementation rests with the City’s Community Development Department. Where a department other than Community Development is responsible for program implementation, their responsibility is noted in the Plan following the program description. Because the City cannot assure or compel action by other agencies, implementation responsibilities are not assigned to outside agencies.

Background Information

Explanatory text is included throughout the General Plan in order to provide additional information about policies and programs, or to describe how a program might be implemented. Explanations are printed in italics in order to differentiate them from policy language which commits the City to specific action.

Additional explanatory material is available in separately published documents that provide information for the General Plan. The *Existing Conditions Background Report* contains information and analysis for each of the topic areas covered by the *General Plan*. It is a reference document that provides the factual basis for *General Plan policies*. The *Environmental Impact Report* (EIR) determines the type and extent of environmental impacts that would result from implementation of the General Plan. It is a program-level analysis, and identifies requirements for more detailed environmental analysis that may be required for specific projects considered in the future. Several other background reports prepared for the General Plan revision are listed in the bibliography.

3. GEOGRAPHIC SCOPE OF THE PLAN

The Plan establishes policies for all lands within the Novato City limits and its Sphere of Influence.

A larger area was identified as Novato’s Planning Area in the past, because of the City’s interest in its watershed lands and activities outside the Sphere of Influence including Redwood Landfill and Olompali State Historic Park. Some of the boundaries of special districts serving Novato also extend beyond the City’s Sphere of Influence. The City’s choice not to adopt land use designations and other policies for lands outside the Sphere of Influence does not signify a lack of interest in those areas. This Plan identifies an “Area of Interest” outside the Sphere of Influence. The General Plan includes some discussion of City concerns in the “Area of Interest,” but does not include specific policies.

If the City chooses to adopt policies for a larger Planning Area in the future, a comprehensive study of the area would be necessary prior to a General Plan amendment. Studies sufficiently detailed to allow preparation of policies for a larger area were not conducted as part of the present General Plan revision. The policies of the Marin Countywide Plan apply in all lands outside the City limits.

4. THE GENERAL PLAN PROCESS

The City decided to update its General Plan in 1991. An extensive public participation program took place to ensure that the revised Plan reflected the concerns and views of the community. Key milestones of the public participation program included the following:

- The General Plan Steering Committee (GPSC), comprised of members of the public, the Planning Commission and the City Council, was established by the City Council to facilitate public participation. The GPSC held over thirty meetings and workshops.
- A community survey of residents and business people was carried out to identify their concerns and viewpoints on key issues.
- A leaflet on the General Plan revision was sent to all residents and business people in Novato.
- A series of community workshops on General Plan issues was held.
- A *Vision and Goals Statement* was adopted by the City Council on September 29, 1992.
- A detailed description of the plan alternatives was included in the local newspaper. This was followed by public meetings on the Plan Alternatives, and public hearings before the Planning Commission and City Council. This series of public meetings concluded with selection of the Preferred Alternative which was then used in drafting the General Plan.
- Planning Commission/City Council workshops on the Draft General Plan were held.
- Public hearings were held by the Planning Commission and the City Council certifying the Environmental Impact Report and adopting the General Plan.

The result of this process is a General Plan that reflects the concerns and values of the residents and business people of Novato. It is a plan that seeks a balance among the economic, environmental and social needs of the community.

5. ADMINISTERING THE PLAN

Implementing the Plan

Although the General Plan covers a long-range period, it is not intended to be cast in stone. This General Plan revision is based on estimates of future growth and development. As time passes, certain assumptions made in the General Plan may no longer be valid, due to changing circumstances or new information. Cities should monitor the relevance of their General Plans to ensure that they remain in touch with their evolving communities. The California Government Code (§ 65400[b]) requires each planning department to report annually to the City Council "on the status of the plan and progress in its implementation, including the progress in meeting its

share of regional housing needs determinations.” The report on housing needs is made to the State Department of Housing and Community Development (HCD).

Every five years the City should review the entire General Plan to determine whether it still reflects community concerns and goals. The Housing Element is required to be reviewed every five years according to a schedule established by HCD. The next revision of the Housing Element is scheduled for July 1997.

The General Plan is implemented by the City staff in making administrative decisions; by actions of the Planning Commission and City Council; by the City’s zoning and subdivision ordinances, specific plans and redevelopment plans; by the City’s Capital Improvement Program; by actions of other agencies and districts; and by actions of developers and other private entities. The Zoning Ordinance, all subdivision map approvals, and all public works projects must be consistent with the General Plan. In some cases, programs in the General Plan will require changes to the City’s current land use regulations.

Amending the Plan

State law permits up to four general plan amendments of mandatory elements per year (Government Code § 65358[b]). The City’s procedures for filing a general plan amendment are available at the Community Development Department. To ensure consistency and compatibility with the Plan, general plan amendments initiated by the City or other public agencies must follow the same notice procedures and requirements that are followed for amendments initiated by private organizations and individuals.

6. VISION AND GOALS FOR NOVATO

The Novato City Council adopted the following statement of Vision and Goals for Novato on September 29, 1992. This statement provides the framework for the General Plan.

Vision

The citizens of Novato view the City as a “small town” in character, now and in the future. They are proud of its beautiful setting and environment and want to preserve those physical attributes and incorporate them into its designs for the future. The hillsides, wetlands, bayfront, streams, woodlands, and open space corridors are among the highly prized features of Novato’s natural environment which Novato seeks to preserve, protect, and restore where needed. Novato’s future built environment should complement its natural environment.

Novato’s character is defined by the safe, quiet neighborhoods where single-family homes predominate. Townhouses, condominiums, apartments and mobile homes provide a mix of housing in the Downtown area and along the freeway. Old Town captures the small town image Novato strives to retain. As part of the City’s Downtown, it typifies the heart of a small town by offering buildings that link Novato’s past and its future. Throughout Novato the type of structures that predominate should be buildings which harmonize with their physical surroundings.

It is important that new development within the community reflect quality of design and compatibility with the existing community character. New development must also provide the

proper balance and mix of non-residential development and housing with a variety of types and prices that meet the community's needs. It is crucial to plan how best to develop the remaining land for the benefit of the entire community.

The community has demonstrated its willingness to pass bond measures to pay for better services, public improvements and open space rather than attempt to achieve this only through new development.

Hamilton Field is the largest remaining property left for development in Novato. It should be planned so that the development beneficially integrates into the rest of the community. Development should address Novato's jobs, housing and transportation needs while preserving wetlands and other biotic resources. In keeping with long-standing City policy based on voter direction, there shall be no aviation uses.

Our town exhibits a great deal of community pride. The community is supportive of its citizens and wants services provided in an amount and manner that meet the needs of all its residents. The increasing educational level and standard of living of the average resident has made for a broader economic base of support. At the same time the family, ethnic and economic characteristics of Novato's households are changing. Increasingly, they are comprised of single parents, smaller families, and seniors, with a greater disparity of incomes. These are changing the demands on human services such as counseling and homeless shelters.

We like our small, independent businesses and want the business community to thrive. We recognize that a strong and diverse economy is important to provide an adequate tax base for the City's fiscal health as well as providing jobs for its residents. The community wants to attract major employers and retailers to Novato, but doesn't want to lose the locally owned and operated businesses that make up a part of Novato's small town character. New commercial ventures that provide goods and services which are not already in adequate supply in town should be encouraged. Ideally, Novato's future economic development should attract a variety of businesses that can provide a range of job opportunities suitable for residents to work within the community, thereby reducing out-commuting and traffic congestion.

Congestion on the freeway and local streets is a major concern in Novato. Increased traffic is weighed very heavily as a constraint by the community when new development is proposed. The community wants solutions to transportation problems which reduce the number of cars on local streets and the freeway and improve public transit.

Goals

The following 13 goals form the foundation of what is intended to be achieved by the Novato General Plan.

1. **Preserve and improve the quality of life in Novato. Conserve and where appropriate restore the natural environment and strive for high quality in the built environment that complements the natural environment.**
2. **Retain and promote the small town character of Novato including preservation of the historic features and landmarks.**

3. Keep Novato relatively compact in physical size by establishing firm urban limit lines. Provide areas where land uses, densities and intensities create a gradual transition from the developed suburban area to the surrounding rural area. Coordinate with the County to maintain rural land uses within the Novato sphere of influence.
4. Maintain and revitalize Downtown Novato as the heart of the community.
5. Preserve, protect and enhance the natural setting throughout the community, including creeks, hillsides, ridgelines, woodlands, wildlife, native plants, wetlands and open space.
6. Preserve bay front lands and diked wetlands for agriculture, resource restoration, conservation and recreation.
7. Increase job opportunities and income of residents by encouraging a diversified local economy. Foster the economic vitality of Novato businesses, the City of Novato and other local governmental agencies by encouraging a healthy economy which provides for diversity of economic enterprises.
8. Provide for a variety of housing opportunities through new construction and maintenance of existing housing for an economically and socially diverse population, while preserving the character of the community. Low and moderate income housing of all types (including mobile homes, mobile home and recreational vehicle parks) will be given special consideration.
9. Coordinate transportation, economic and land use planning to help provide effective transit services which reduce dependence on the single-occupant automobile.
10. Encourage local job opportunities to avoid the need to commute out of Novato for employment.
11. Manage growth by requiring the coordination of development with adequate infrastructure, public facilities, public services and promoting conservation, reuse and recycling strategies while meeting the needs of the community with the limited land available for development.
12. Provide and maintain greater recreational, educational, (including the Indian Valley Campus (IVC) of Marin Community College, and cultural opportunities for all segments of the community. Pursue all efforts with community and neighborhood organizations, nonprofit organizations, for profit organizations, and public agencies to provide care and services, including medical, counseling, recreational, educational, cultural, shelter, and housing opportunities to meet the needs of Novato's citizens.
13. Protect the integrity of residential neighborhoods from conversion and/or intrusion of incompatible land uses. Create transition buffers separating incompatible land uses.

1 Work on the General Plan continued following adoption of these goals in 1992. As a result of
2 continuing efforts to prepare the Plan, two important additional themes of the Plan emerged,
3 as follows:
4

5 **Maintain the character of existing residential neighborhoods.** In
6 predominantly developed areas, the Land Use Designations Map largely reflects
7 existing conditions.
8

9 **Emphasize infill rather than annexations.** To encourage a compact, efficient
10 City and discourage sprawl, the future growth of Novato will be based on more
11 infill projects – development that occurs on individual vacant parcels of land
12 located within the developed portions of the City, and less by annexation of large
13 tracts of vacant land outside City boundaries.
14

15 These two themes may appear to some readers of the Plan to be in conflict. Though local
16 experience has demonstrated the possibility of infill development threatening neighborhood
17 character, this need not be the case. Policies in the Land Use and Community Identity chapters
18 establish policies for Plan implementation that seek to bring these themes into harmony by
19 describing the elements of compatible development.

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I. Land Use

CHAPTER I: LAND USE

1. INTRODUCTION

The Land Use Chapter, required by the State planning law, designates the general distribution and intensity of uses of land for housing, business, industry, open space, education, public buildings and facilities. It specifies standards of population density and building intensity for each land use category. (Refer to LU Map 1: Land Use Designations.)

This chapter is the primary statement of how land in Novato should be used or reused. It sets the framework for all other chapters in the Plan, all of which must be consistent with each other.

This chapter contains objectives, policies, and programs for land use designations, infrastructure and public services, constraints analysis, the City's Sphere of Influence, and interjurisdictional coordination. Central issues addressed are how to relate the development goals of Novato to the capacity of the transportation system and other infrastructure and to environmental constraints, and how to define limits to urbanization through a tightly drawn Sphere of Influence.

The objectives, policies, and programs of the Land Use Chapter advance primarily five of the goals for the Novato General Plan in the statement of Vision and Goals Statement adopted by the City Council on September 29, 1992:

- Preserve and improve the quality of life in Novato. Conserve and where appropriate restore the natural environment and strive for high quality in the built environment that complements the natural environment.
- Retain and promote the small town character of Novato including preservation of the historic features and landmarks.
- Keep Novato relatively compact in physical size by establishing firm urban limit lines. Provide areas where land uses, densities and intensities create a gradual transition from the developed suburban area to the surrounding rural area. Coordinate with the County to maintain rural land uses within the Novato Sphere of Influence.
- Maintain and revitalize downtown Novato as the heart of the community.
- Manage growth by requiring the coordination of development with adequate infrastructure, public facilities, public services and promoting conservation, reuse and recycling strategies while meeting the needs of the community with the limited land available for development.

These goals shape the Growth Management Program that is included in this chapter of the General Plan.

Growth Management Program

Growth Management is a system for achieving the City's General Plan goals and objectives. A key element of Growth Management is the regulation of development so that it is consistent with the availability of infrastructure and public services, as well as being compatible with protection of environmental resources. Three parts of the Land Use Chapter comprise the Growth Management Program as follows:

Land Use Designations Map illustrates the pattern of conservation and development that the City will work to achieve over the coming decades, designating significant areas for conservation, agriculture and open space as well as locating future residential and commercial development.

Infrastructure and Public Services policies make commitments to continuing existing City practices and instituting new ones in order to best manage development so that growth consistent with the General Plan can occur while the adequacy of public services and infrastructure is maintained. Infrastructure policies are also found in the General Plan chapters on Transportation, Economic Development and Fiscal Vitality, and Public Facilities.

Constraints Analysis policies reflect the rich mix of environmental resources in the Area of Interest as well as the high value placed on those resources by Novato residents. Considering a Constraints Analysis of multiple resources early in the development process is intended to impart environmental values throughout project design and construction.

Each of the above components of the Growth Management Program is addressed in greater detail in the Objectives, Policies and Programs section of this Chapter.

Applying Land Use Policies to Specific Properties

The Land Use Chapter of the General Plan provides the basis for City decisions on development applications. Private and publicly-sponsored projects must be consistent with all parts of the General Plan, but the Land Use Chapter is the best place to find out what type of development would be appropriate in a specific location, or what location would be suitable for a particular development type.

There are three basic components to the General Plan's regulation of land use:

Location: Through the Land Use Designations Map, the chapter illustrates the location of future sites for development and preservation

Activities: For each land use classification shown on the Map, LU Table 3 lists typical activities.

Density and Intensity Standards: Residential density ranges control the number of units on each acre of land, and standards for floor area ratio (FAR) establish the intensity of non-residential buildings. Multiplying the low and high ends of the ranges by a parcel's acreage

provides the range of potential development envisioned by the Plan. As discussed below, these standards are modified by policies in a number of other parts of the Plan.

The Land Use Chapter and the Land Use Designations Map identify the range of potential development envisioned for all properties in the City and Sphere of Influence. (The major undeveloped properties are identified in the February 1995 Preferred Plan Alternatives Report.) The range of potential development for each site is affected by the Growth Management Program of the Land Use Chapter as well as other policies of the General Plan. The Growth Management Program contains policies regulating development to be consistent with the availability of public facilities and services and environmental and safety constraints on properties. Consideration of Constraints Analysis early in the project design stage should result in a project design that is sensitive to property characteristics and meets General Plan policies. Users of the Land Use Designations Map must refer also to other maps in the General Plan that show the locations of public facilities and **environmental resources**, and to the **Zoning Ordinance**, which contains detailed descriptions of land uses permitted in each designation, as well as development standards that implement the General Plan.

Maximum densities of the applicable land use designation may in some cases be achieved during project development but there is no guarantee of achieving the maximum density. Also, on properties with many constraints to development, the minimum density of the applicable land use designations may not be attained.

The precise configuration of development, conservation areas, and buildout potential of individual properties will be based on site specific analysis and design prepared by an applicant. Proposals must be consistent with the provisions of the General Plan, the Zoning Ordinance, CEQA and other relevant land use regulations. As always, the characteristics of each project will ultimately be determined by review and action by City decision-makers.

Related Policies in Other Parts of the General Plan

Land use policies and programs protect natural resource lands, hillsides, agricultural lands, and bayfront. Flood conditions are recognized by lower-intensity, compatible land uses, and Policies and Programs in the Safety and Noise Element. Lands subject to flooding are identified in the Safety Chapter, pages V-7 to V-9 and SF Map 3. Land use designations provide for economic development to encourage jobs for Novato residents; however, the total amount of land designated for commercial development is less than in the City's 1981 General Plan. (See LU Table 1.)

Policies and programs in the chapters on Housing, Environment, Safety, Economic/Fiscal, and Community Identity establish standards for development that expand upon and are consistent with the policies and programs of the Land Use Chapter. The Novato Neighborhoods Chapter summarizes General Plan policies for subareas of the City, but is not an adopted part of the General Plan.

2. BACKGROUND

Comparison with 1981 General Plan

The 1996 General Plan revises a number of land use provisions of the City's last General Plan, adopted in 1981. The site of the proposed Buck Center for Research in Aging and the portion of the St. Vincent's/Las Gallinas Valley Sanitary District property adjacent to Hamilton Field are added to the City's Sphere of Influence.

The new plan adds one new residential designation; reduces the number of office designations from four to one; and adds the designations of Downtown Core, Commercial Industrial, Mixed Use, and Agriculture. There are 20 land use categories in the 1996 plan, compared with 17 in 1981. The 1996 plan also places more emphasis on downtown revitalization.

The 1996 General Plan reduces the amount of residential, commercial, industrial, and office development from that allowed under the 1981 plan, as shown in LU Table 1.

LU Table 1				
Buildout Under the 1981 General Plan				
Land Use	Existing Built and Vested 1995	1981 General Plan Estimated Increase Above 1995		1981 General Plan Total Estimated Buildout
Residential	21,044 DUs	6,267 DUs	30%	27,311 DUs
Commercial	6,207,352 SF	3,546,838 SF	57%	9,754,190 SF
Industrial	135,549 SF	1,998,105 SF	1,474%	2,133,654 SF
Office	1,138,793 SF	1,892,962 SF	166%	3,031,755 SF
Buildout Under the 1996 General Plan				
Land Use	Existing Built and Vested 1995	1996 General Plan Estimated Increase Above 1995		1996 General Plan Total Estimated Buildout
Residential	21,044 DUs	5,465 DUs	25%	26,509 DUs
Commercial	6,207,352 SF	3,372,103 SF	54%	9,579,455 SF
Industrial	135,549 SF	2,080,229 SF	1,534%	2,215,778 SF
Office	1,138,793 SF	1,253,848 SF	110%	2,392,641 SF
Notes: • "Existing built and vested" includes development under construction as of May 1995 and development which is "vested" as guaranteed by a Development Agreement or other means. • "Commercial" includes all development not strictly defined as "Industrial" or "office." It includes retail, wholesale, services, mixed non-residential uses, etc. • Buildout estimates include development on <u>all</u> vacant or under-developed land not publicly owned.				

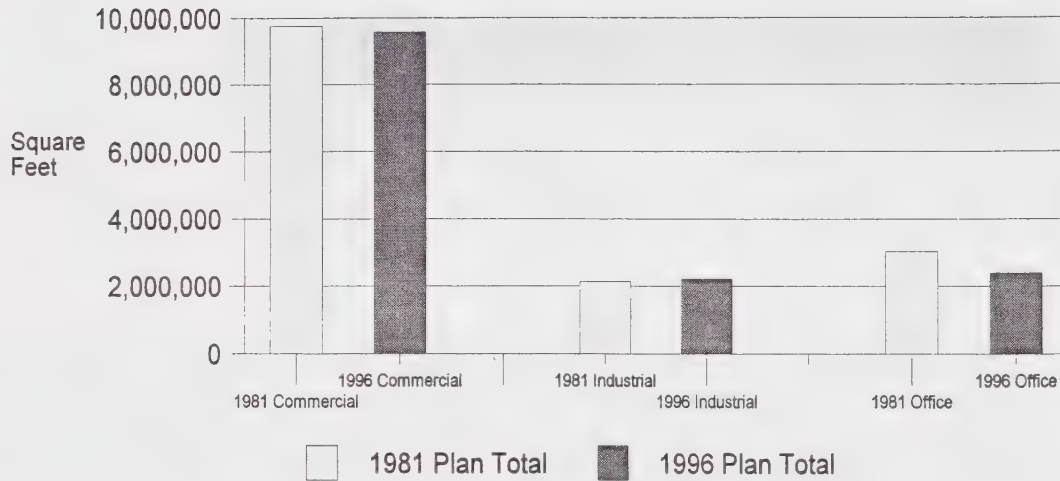
The figures in LU Table 1 show the estimated maximum development allowed under the Plan; actual development may be considerably less. Maximum potential is used to ensure worst-case assessment of environmental impacts and infrastructure and service needs.

A major issue addressed in the Land Use Chapter is the fact that the capacity of the existing transportation system and funded improvements is inadequate to support the amount of development allowed in the 1981 General Plan. The 1996 General Plan includes policies and programs for growth management to assure that Levels of Service for transportation and other public facilities and services are maintained. In addition, a significant portion of the land still unbuilt is difficult to develop because of slopes, wetlands, and other environmental constraints.

LU Figure 1: Buildout Under the 1981 and 1996 General Plans

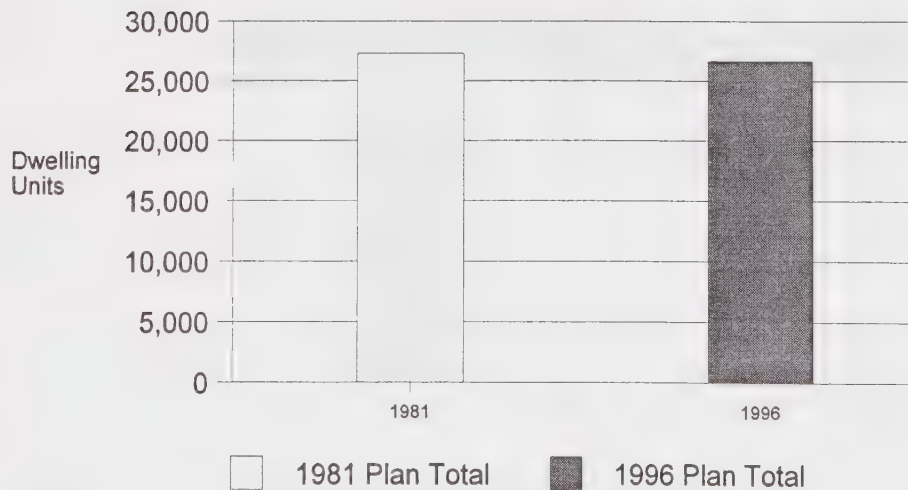
1981/1996 General Plan Buildout

Non-Residential



1981/1996 General Plan Buildout

Residential



Existing Conditions and Potential Development

Existing land use in Novato is predominantly residential, in the valley areas west of Highway 101 and in pockets along the San Pablo Bay historic flood plain east of the freeway. Most units are single-family detached on lots under one acre in size. With the increasing costs of land, however, the number of attached and multi-family units has increased.

Commercial uses are concentrated downtown along Grant Avenue, along Redwood Boulevard, in pockets along Highway 101, and in various small clusters and convenience centers. The Vintage Oaks Shopping Center, located east of the freeway and south of the Rowland Boulevard interchange, in the Novato Redevelopment Project Area, opened in 1991. The Novato Redevelopment Project is among the special land use controls in place in the City. It was established to replan and reuse a previously underutilized area by developing a regional shopping center, to increase employment opportunities and the supply of low- and moderate-income housing, and to provide public improvements. The project area covers approximately 400 acres east of Highway 101, north of Route 37, and south and west of Novato Creek. (See LU Map 2.)

Offices are located along the freeway, in and around Downtown, near the Novato Community Hospital, along Novato and South Novato Boulevards, and within the industrial parks. Novato Industrial Park contains the bulk of the City's warehousing, distribution, and manufacturing uses. Several industrial operations remain near the downtown, between the railroad and Redwood Boulevard.

Agricultural activities continue primarily outside the City Limits, in the areas west of Gness Field, south of Bel Marin Keys, and within the Indian Valley area.

A network of open space surrounds the Sphere of Influence defined in the Marin Countywide Plan as bounded by the Inland Rural Corridor on the west and north, San Pablo Bay on the east, and the San Rafael Sphere of Influence on the south. The Ignacio Valley and Indian Valley Open Space Preserves form the southwestern edge of the Sphere of Influence the Verissimo Hills Open Space Preserve, O'Hair Park site, and Mt. Burdell Open Space Preserve form the northwestern edge; Pacheco Valley and Loma Verde form the southeastern edge; and the Petaluma River and San Pablo Bay from the eastern and northeastern edges.

Several public and private projects have been the subject of great attention in recent years. Among the most significant to the City's future are:

Hamilton Field

Hamilton Field was closed in 1974; approximately 450 acres were declared surplus in 1979 and auctioned to private sector bidders in 1984. Approximately 270 acres adjacent to San Pablo Bay were transferred to the State for open space preservation. In 1993 the City approved plans of the New Hamilton Partnership for mixed use; with subsequent revisions the project will have up to 955 residential units; 825,000 square feet of office, light industrial, and retail use; and 200 acres of parks, open space, and sport fields. Construction of the Hamilton Master Plan area started in 1995.

The City, in cooperation with Marin County, has adopted a plan for the remaining 1,099 acres, known as the "Hamilton Reuse Plan." This plan includes: Low Density, Medium Density, and Medium Density Multiple Family Residential uses, representing 1,208 units; 43 acres of Community Facilities and Civic Uses (including an 80-bed homeless housing and services facility and up to 60 transitional housing units); 8 acres of commercial uses (including Neighborhood and General Commercial uses); 24 acres of parkland; and 795 acres of open space and wetlands.

Buck Center for Research in Aging

The Buck Center for Research in Aging (BCRA) project is will to be located within the northern City limits, west of Highway 101. The project, which consists of a 355,000-square-foot laboratory and research facility and 130 units of housing for research assistants and other BCRA personnel, was approved by the Marin County Board of Supervisors in 1994. Subsequently, an initiative (Measure B) was passed by the voters of the City of Novato approving a general plan amendment and rezoning project and paving the way for annexation of the 180-acre development site. The General Plan supports the development of the Buck Center at this location through expansion of the City's Sphere of Influence and the land use designation of Research/Education-Institutional.

Projected Growth of Population and Jobs

Between 1980 and 1990, the City of Novato and its Sphere of Influence (SOI) grew from a population of 51,209 to 53,015, an increase of 3.5 percent. The number of jobs in Novato increased by a far greater percentage – 31 percent – over this ten-year period; the majority were service and retail jobs. Population in 1995 was 54,900, reflecting the slow growth after 1990 due to a national and state recession. ABAG projects the population in 2015 to be 66,400. There has been much more job growth since 1990, with the opening of the Vintage Oaks shopping center.

The Association of Bay Area Governments (ABAG) projects a total of 25,750 households in Novato by the year 2010. The General Plan projects a higher number of housing units, about 27,000, at buildout, which could occur later than the year 2015. ABAG projects jobs in Novato to increase by 82 percent between 1995 and 2015. (See Housing and Economic/Fiscal Chapters.)

Evolution of the Plan

In January of 1994, a *Plan Alternatives Report* was published to help the community consider a basic direction for the new Plan. After public review and discussion and recommendations from a Steering Committee and the Planning Commission, the City Council approved a "Preferred Plan Alternative." This outlined the key elements of the Plan in broad terms and included an estimated development potential for key vacant (or underdeveloped) sites.

Relationship to the Marin Countywide Plan

The revised *Marin Countywide Plan*, adopted in January 1994, designates land use and densities for the unincorporated areas adjacent to Novato: Bel Marin Keys, Black Point, North Novato, Indian Valley, Southwest Novato, and Loma Verde. Most of these designations are

low-density agricultural and residential, generally consistent with the policies of the *Novato General Plan*. There are, however, some areas of conflict. Discussed below is the major area of conflict; see the *Novato General Plan Environmental Impact Report* for a description of minor conflicts.

The Countywide Plan contains the following designation that differs from the policies of this General Plan.

- The undeveloped portion of Bel Marin Keys, which is outside the City's Sphere of Influence but inside the Novato Area of Interest: Agriculture and Conservation: 1 unit per 2 to 10 acres. The Novato Plan applies Conservation, 1 unit per 10 to 60 acres to such diked baylands, to preserve bayfront resources and preserve agricultural use, and would therefore not support the higher density shown in the Countywide Plan.

The Countywide Plan acknowledges that Novato is revising its General Plan and preparing a Downtown Specific Plan, and states, "When this process has been completed, the County shall review the City's General Plan and consider revising land use information and land use designations for the unincorporated areas in the Area of Interest." (*Marin Countywide Plan*, page CD-37)

Novato is a member of the Marin Countywide Planning Agency, which consists of representatives of the 11 cities and the County. The Agency establishes advisory Countywide standards for transportation and other public services and for environmental protection. It also reviews major development projects that individual jurisdictions submit on a voluntary basis. In addition, the Countywide Planning Agency serves as the Marin Congestion Management Agency, which establishes Level of Service standards on major roadways and recommends disbursement of certain transportation funds to local jurisdictions, based on their compliance with transportation standards.

3. OBJECTIVES, POLICIES, AND PROGRAMS

Land Use Designations Map

Objectives, Policies and Programs in this section are part of the Growth Management Program.

The General Plan establishes designations for land in the City and outside the City Limits within the Novato Sphere of Influence. Residential land use categories are intended to retain the small town character of Novato while providing opportunities for needed housing. Densities are generally the same as those that prevail in predominantly developed residential areas, so that new development on infill sites will be harmonious in character with the surrounding neighborhood. Densities are generally higher downtown, where there are opportunities for mixed use and higher density housing served by public transit, and generally decrease moving to the edge of the City, where lower densities can serve as a buffer between suburban and rural areas.

Office, commercial, and industrial land use designations generally provide for the same character and intensity found in existing office, commercial, and industrial areas in Novato. Neighborhood shopping centers are designated Neighborhood Commercial, which permits

1 mixed residential and commercial uses. Office and industrial sites along Highway 101 are
2 intended to encourage development in campus-like settings that will attract employers of Novato
3 residents. Additional retail development is planned to focus on the Downtown, to encourage
4 the revitalization of existing uses.

5
6 Conservation, Agricultural, and Public Use designations are intended to preserve agricultural
7 use throughout the Area of Interest, limit urban development to areas within the Sphere of
8 Influence, protect environmental resources and public open space and parks, and provide for
9 needed public facilities.

10
11 The General Plan establishes 20 land use categories as shown on the Land Use Designations
12 Map and described in LU Table 3. Each category is described relative to development density
13 or intensity, and the types of activities, or land uses, which are found in areas designated with
14 that category. For residential uses, residential density, correlating to population density, is
15 shown in dwelling units per gross acre. Approximate population density can be derived by
16 multiplying the dwelling unit density by average population per unit. For example,
17 5 units/acre x 2.6 persons/acre = 13 persons/acre.

18
19 For non-residential designations, building intensity is defined by Floor Area Ratio (FAR), which
20 is the ratio between the amount of gross floor area and the gross site area. For example, an
21 FAR of 0.5 would allow a one-story building over half of a site, or a two-story building over one
22 quarter of a site. The Zoning Ordinance contains detailed descriptions of land uses permitted
23 in each designation, as well as development standards that implement the General Plan. Users
24 of the Land Use Designations Map must refer also to other maps in the General Plan that show
25 the locations of public facilities, environmental resources, and development constraints.

27 **LU Table 2:**
28 **Land Use Designations**

29 **Residential Designations**

30 Designation	31 Uses included	Allowable Density Range (Dwelling Units Per Gross Acre)
Rural Residential	Detached single-family dwellings, limited agricultural uses, processing of agricultural products, outdoor recreation and other similar uses.	Up to 0.49
32 Very Low Density 33 Residential	Detached single-family dwellings, recreation, home occupations, community facilities, and other similar uses.	0.5 to 1
34 Low Density 35 Residential	Detached or attached single-family dwellings, recreation, home occupations, community facilities, and other similar uses.	1.1 to 5
36 Medium Density 37 Detached Residential	Detached single-family dwellings, recreation, home occupations, community facilities, and other similar uses.	4 to 7

Residential Designations		
Designation	Uses included	Allowable Density Range (Dwelling Units Per Gross Acre)
Medium Density Residential	Two-family dwellings, detached or attached single-family dwellings, recreation, home occupations, community facilities, and other similar uses.	5.1 to 10
Medium Density Multiple Family Residential	Multiple-family dwellings, two-family dwellings, detached or attached single-family dwellings, recreation, home occupations, community facilities, and other similar uses.	10.1 to 20
High Density Multiple-Family Residential	Multiple-family dwellings, two-family dwellings, limited commercial uses to serve building residents, attached single-family dwellings, recreation, home occupations, community facilities, and other similar uses.	20.1 to 30
Office, Commercial, and Industrial Designations		
Designation	Uses Included	Maximum Floor Area Ratio (FAR)
Business and Professional Office	Office activities, including office campuses, research and development activities, hospitals, and administrative, medical, dental, and business offices, with ancillary commercial and service establishments, and other similar uses.	0.4
General Commercial	Established commercial areas with off-street parking and/or clusters of streetfront stores; regional and local-serving retail establishments; specialty shops, banks, professional offices; motels; business and personal services; and other similar uses. This designation is typically assigned to larger parcels, located on a major arterial street.	0.4
Neighborhood Commercial	Established neighborhood shopping areas, to meet the retail and service needs of nearby residents. This land use designation allows a variety of retail stores, and personal services such as grocery stores, dry cleaners, professional and administrative offices, restaurants, and other similar uses. Multi-family housing integrated with commercial uses is permitted.	0.4, with an increase to 0.6 if housing is included, provided the difference between FAR of 0.4 and 0.6 is used for housing.

Office, Commercial, and Industrial Designations

Designation	Uses Included	Maximum Floor Area Ratio (FAR)
Downtown Core	This designation will be used for part of the Downtown Specific Plan area. It permits office, commercial, and retail uses, mixed commercial/residential use with commercial uses located principally on the ground floor, and other similar uses.	0.4 for commercial uses with a maximum of 1.0 for mixed uses where the difference between 0.4 and 1.0 is used for housing.
Commercial/Industrial	A wide range of commercial and industrial uses, including motor vehicle service uses, contractor uses and yards, manufacturing, storage uses, wholesale, incidental employee serving retail/service uses, specialty retail uses consistent with industrial uses, rock, sand and gravel plants, solid waste management and recycling facilities, trucking yards or terminals, ancillary office and small offices. This designation applies to the area north of Grant Avenue and east of Redwood Boulevard, which now contains a mixture of commercial, construction-related, and industrial uses. The intent of the designation is to encourage existing businesses to remain and make improvements.	0.4
Mixed Use	Applies to sites where the surrounding area is currently developed with both commercial and residential land uses. Office, commercial, and retail uses and residential uses. The combination and intensity of land uses shall be compatible with the development pattern and character of the surrounding neighborhood and existing adjacent land uses. Commercial only, office only or residential only land uses are also permitted.	The FAR for commercial uses is 0.4, with maximum residential densities required to be compatible with the developed residential densities of the contiguous neighborhood.
Light Industrial/Office	A wide variety of manufacturing, office, wholesale, service, and processing uses that do not generate excessive adverse environmental impacts. Other uses permitted include; distribution, warehousing and agricultural products sales and services; auto sales and service, and repair; food and drink processing; local serving retail; solid waste transfer facilities, recycling facilities, and other similar uses.	0.4

Office, Commercial, and Industrial Designations		
Designation	Uses Included	Maximum Floor Area Ratio (FAR)
Research/ Education-Institutional	A mix of medical research, educational, and laboratory uses, with related multi-family residential, recreation, office and commercial, and other similar uses in a campus or open space setting.	Maximum floor area ratio is 0.2, and the maximum residential density is one (1) unit per acre.
Conservation, Agricultural and Public Use Designations		
Designation	Description	Allowable Density Range
Conservation	Applies to privately-owned land that is mainly unimproved. Permitted uses are agriculture, detached single-family dwellings, preservation of natural resources, outdoor recreation, and other similar uses. Examples include bayfront, watercourse, and hillside areas.	1 dwelling unit per 10 acres to 1 dwelling unit per 60 acres.
Agriculture	This designation is intended to protect, preserve and enhance agricultural uses. Uses include agriculture; greenhouses; farm and ranch buildings; single-family dwellings; horse stables; fishing and hunting clubs; flood control facilities; animal hospitals; and institutional uses for educational, scientific, outdoor recreation, or religious purposes, related to the primary agricultural use of the property.	1 dwelling unit per 60 acres.
Open Space	Publicly-owned land that is largely unimproved and devoted to the preservation of natural resources, outdoor recreation, floodways and flood control, and the maintenance of public health and safety	Not applicable.
Parkland	Existing and undeveloped active and passive parks, recreation areas, and community playfields. Permitted uses include shelters, rest rooms, storage sheds, other structures needed to accommodate public use or provide for maintenance of the land, and cultural and recreational facilities.	Not applicable.

Conservation, Agricultural and Public Use Designations		
Designation	Description	Allowable Density Range
Community Facilities, Public Utilities and Civic Uses	Public buildings, schools, recreation and cultural facilities, museums, public libraries, utility facilities, transformer stations, water and sewage treatment plants, solid waste transfer facilities, recycling facilities, and related easements, City offices, fire and police stations, hospitals, and privately-owned uses operating in conjunction with public uses.	0.4 FAR

LU Objective 1 Promote development and conservation of land in Novato in the pattern shown on the Land Use Designations Map.

LU Policy 1 Implementation of Land Use Map. Implement the Land Use Designations Map by approving development and conservation projects consistent with the land use definitions, densities and intensities indicated in LU Table 2. Insure consistency between the General Plan, the Zoning Ordinance, and other land use regulations.

LU Program 1.1: Amend the Zoning Ordinance and other land use regulations so that they are consistent with the land use designations of the General Plan.

LU Program 1.2: Use the Zoning Ordinance to specify uses allowed in each zoning district, consistent with LU Table 2. Not all uses listed for a particular designation will be allowed in all locations so designated. The Zoning Ordinance establishes districts allowing some uses by right (permitted uses) and others with a use permit (conditional uses).

The descriptions and lists of uses in LU Table 2 describe the intent of the General Plan which will be implemented through City regulations. In some cases, the use of designated property at the time of General Plan adoption is different from the uses described in the General Plan. Properties which become legally nonconforming retain certain rights under the Novato Municipal Code to continue in existence. The fact that a property designation in the General Plan results in a property becoming legally nonconforming does not necessarily signify any intent to eliminate any rights enjoyed by any legally nonconforming property under the Municipal Code.

LU Program 1.3: Request that the County of Marin revise the *Marin Countywide Plan* in accordance with the policies of the revised Novato General Plan.

LU Program 1.4: Develop a program to facilitate and streamline all permit processing.

LU Policy 2 Development Consistent with General Plan. Allow development at any density within the range shown by the Land Use Designations Map provided applicable objectives, policies and programs of all chapters of the General Plan are met. Maximum densities (top of

1 stated density range applied to total gross acreage) may in some cases be achieved, but there
2 is no guarantee of achieving the maximum density.

3
4 *The density and intensity ranges in LU Table 2 will be applied to a site's gross*
5 *acreage, i.e., to the total site including land area that will subsequently be used*
6 *for public rights-of-way or retained in an undeveloped state to preserve*
7 *environmental resources. See also LU Policy 4 and associated comment.*
8

9 LU Policy 3 City/Property Owner Cooperation. Work with property owners so that proposed
10 developments will both attain density/intensity within the ranges stated and be consistent with
11 community objectives, City regulations, and environmental and infrastructure constraints.
12 Recognize that in some cases, the minimum density of the applicable land use designation may
13 not be attained.

14
15 LU Program 3.1 Consider policies and ordinances that address the issues
16 involved with home occupations, home businesses, and working from the home
17 activities.
18

19 LU Policy 4 Clustering of Development. Encourage clustering of development on sites with
20 environmental constraints in order to achieve environmental goals and attain gross densities
21 within the range of the land use designation. Clustering of development may result in net
22 densities on some portions of a site exceeding the maximum densities in LU Table 2.
23

24 *Consistent with LU Policy 2, a site's maximum allowable development potential*
25 *will be based on its gross acreage. If units are clustered, there may be portions*
26 *of the site where net densities exceed the maximum of the stated density range.*
27 *Using a 10-acre site designated for low density residential at 1.1 to 5 dwelling*
28 *units per gross acre as an example, the maximum unit potential would be*
29 *50 units. If five acres were environmentally constrained and the 50 units*
30 *clustered on the unconstrained areas, the net density of those five acres where*
31 *all building sites would be located would be ten units per acre. Clustering will*
32 *be permitted only when all General Plan goals and policies can be attained.*
33 *See also LU Policy 5.*
34

35 LU Policy 5 Compatibility with Surroundings. Ensure that clustered development is compatible
36 with the surrounding residential neighborhoods.
37

38 *Compatibility is to be determined by the appropriate City authority judging a*
39 *development project, based on appearance, use characteristics, proximity, and*
40 *other factors. Compatibility does not require, in the case of two residential*
41 *neighborhoods, that housing type, lot size, or density be the same. Rather,*
42 *visual conflict, interference with established use, and negative physical impacts*
43 *are to be avoided.*
44

45 LU Policy 6 Northwest Quadrant. Update and revise the Northwest Quadrant Plan and adopt
46 it as a Specific Plan. Retain existing General Plan policies for the Northwest Quadrant until the
47 Specific Plan is adopted, as follows:
48

- 49 1. The interface between the Grant Avenue commercial frontage and the
50 residential areas on Second through Seventh Streets shall provide

1 buffering between the noise, lights, etc., from parking areas and living
2 environments. This area will not be approved for new residential
3 development unless parcel size, aggregation of parcels, or site plan
4 design, provides for barriers, setbacks, residence orientation/location,
5 etc., which will reduce intrusion of noise, fumes, and light into dwellings.
6 Offices, institutions, or similar nonresidential uses in this area are
7 encouraged, in order to provide a transition between the commercial and
8 residential uses.

9
10 In approving any design for residential development in the buffer area,
11 the Design Review Committee shall find that the design provides the
12 maximum feasible reduction of noise, fumes, and light intrusion into
13 residential units.

- 14
15 2. In the remaining areas of the Northwest Quadrant, the objective is to
16 maintain a desirable living environment with a broad variety of housing
17 types and prices.
- 18
19 a. R-2 zoning, to allow duplexes or two single-family homes per lot,
20 is permitted anywhere in the area.
- 21
22 b. R-3 zoning is permitted only in cases where the City makes the
23 following findings:
- 24
25 1) That the rezoning would not encourage the demolition of
26 a sound dwelling; in order to demonstrate that rezoning
27 would not encourage the demolition of a sound dwelling,
28 an applicant must either present a factual report on the
29 physical condition of the existing dwelling, including an
30 estimate of the cost of needed repairs; or present a
31 feasible site plan showing incorporation of the existing
32 dwelling into future development.
- 33
34 2) That the rezoning would not lead to the intrusion of
35 apartments into a predominantly single-family area.
- 36
37 3. Rezoning, if it meets the findings and Policy 3, shall be for maximum
38 densities as follows:
- 39
40 a. For lots less than 7,500 square feet in area, maximum density
41 shall be two units.
- 42
43 b. For lots 7,500 to 14,999 square feet in area, maximum density
44 shall be limited to one unit per 2,000 square feet. Where a
45 parcel has an average width of less than 60 feet, the number of
46 permitted dwellings shall be reduced by 20 percent.
- 47
48 c. For lots 15,000 square feet and larger, maximum density shall be
49 limited to one unit per 1,875 square feet.
- 50

- 1 4. Uses such as churches and other institutions, private recreational
2 facilities, etc., should also be allowed on a case-by-case basis, where
3 such development will not have a negative impact on the residential
4 character of the particular block in question. Such uses are generally
5 allowed by use permit, rather than rezoning.
6
7 5. Aggregation of parcels to achieve higher densities will require
8 simultaneous development of the aggregated parcels.
9

10 LU Program 6.1: Prepare a Specific Plan for the Northwest Quadrant.

11
12 *The City adopted the Northwest Quadrant Plan for the area northwest of the*
13 *intersection of Redwood Boulevard and Grant Avenue in 1977. The objective*
14 *of the plan was to maintain a mixed residential area near downtown, with a high*
15 *population concentration to support downtown activities, but to preserve the*
16 *existing small, single-family homes that are in sound condition. Single-family*
17 *homes and duplexes are allowed throughout the area, but apartments are*
18 *allowed only if they would not demolish sound dwellings or intrude into a*
19 *predominantly single-family area. The plan includes a sliding scale of maximum*
20 *densities: two units on lots less than 7,500 square feet, one unit per*
21 *2,000 square feet for lots 7,500 to 15,000 square feet, and one unit per*
22 *1,875 square feet for lots 15,000 square feet and larger. Neighborhood*
23 *residents have expressed concern that present regulations continue to allow the*
24 *replacement of single-family homes with multi-family units.*
25

26 Infrastructure and Public Services

27
28 Objectives, Policies and Programs in this section are part of the Growth Management Program.
29

30 Policies on Infrastructure and Services make commitments to continuing existing City practices
31 and instituting new ones in order to best manage development so that growth consistent with
32 the General Plan can occur while the adequacy of public services and infrastructure is
33 maintained. Infrastructure policies are also found in the General Plan chapters on
34 Transportation, Economic Development and Fiscal Vitality and Public Facilities.
35

36 Throughout the Plan there are references to “infrastructure” (e.g., roads or storm drains) and
37 to “public services,” e.g., police or schools. These two categories are differentiated by the fact
38 that, while both require resources for capital investments and ongoing operations, infrastructure
39 costs are primarily capital costs, and public service costs are primarily operating costs. This
40 distinction means that different types of funding mechanisms are appropriate in the two cases.
41

42 **LU Objective 2 Allow development consistent with infrastructure and adequate**
43 **public services.**
44

45 LU Policy 7 Growth Management. Recognize the available and planned capacity of
46 infrastructure and public services when considering proposals for development.
47

48 LU Program 7.1: Manage growth and infrastructure capacity through
49 coordination and communication with provider agencies.
50

1 *The City will continue to communicate and exchange information with agencies*
2 *and districts responsible for providing transportation, schools, water, flood*
3 *control, and waste water treatment.*

4
5 LU Program 7.2: Analyze project impacts on infrastructure capacity and
6 services as part of CEQA review, and require design and mitigation measures
7 in consultation with provider agencies. If CEQA review or other analysis of
8 development projects concludes that a proposed project would result in a
9 deterioration of service or would cause available capacity to be exceeded,
10 respond in one or more of the following ways:

- 11
12 a. Require project redesign in order to prevent service from
13 deteriorating or capacities being exceeded, provided that all
14 economic use of the property is not prevented;
15
16 b. Condition the project on developer funding of improvements
17 needed to maintain services and/or provide additional
18 infrastructure capacity;
19
20 c. The project may be approved if it can be found that the project
21 will do one or more of the following :
22
23 i. generate substantial overriding public benefits
24
25 ii. be in compliance with all of the other goals, objectives,
26 and policies of the General Plan, and
27
28 iii. benefit the public health, safety, and general welfare of
29 the community.
30
31 d. Deny the project.

32
33 LU Policy 8 Development to Pay Fair Share. Require new developments to pay their fair share
34 of infrastructure improvements and public service costs to maintain infrastructure capacity and
35 service levels in the City, to the extent allowed by law and except as provided by other policies
36 and programs in this Plan.
37

38 LU Program 8.1: Continue the five-year Capital Improvement Program.

39
40 LU Program 8.2: Conduct Planning Commission review of the Capital
41 Improvements Program annually to ensure consistency with the General Plan.
42

43 LU Program 8.3: Establish and periodically review public facilities impact fees.
44

45 *Adequate public facilities should be provided for new urban development, and*
46 *new developments should bear their fair share of providing such facilities. In*
47 *order to make reasonable provision for new facilities, the City of Novato will*
48 *establish public facility impact fees. These fees are intended to provide for*
49 *facilities that are required in addition to normal on-site and off-site development*
50 *improvements. Impact fees may vary by location, according to the cost of*

improvements needed in the vicinity and the proportional share of the cost to be applied to the development.

Such fees will be established to implement the policies of the General Plan and may include charges for drainage improvements, traffic and roadway improvements, and other capital improvements such as parks and public buildings. See the Transportation and Public Facilities and Services chapters for policies on impact fees.

LU Program 8.4: Support efforts to charge and collect equitable fees by other agencies providing infrastructure and public services in Novato so that levels of service consistent with agency standards can be attained.

LU Program 8.5: Continue to maintain a computerized land use database system to accurately track fair share contributions.

This system contains updated parcel-specific information regarding General Plan, Zoning, parcel size, developments pending and approved, and other relevant factors. Using a computerized land use database permits the City to monitor development and implement growth management programs, as well as to cooperate effectively with regional agencies such as ABAG and the County Congestion Management Agency (CMA).

Constraints Analysis

Objectives, Policies and Programs in this section are part of the Growth Management Program.

Constraints analysis is a process of investigating a site's natural resources and hazards in order to accomplish three aims: (1) preserve environmental value, (2) minimize hazards to people and property, and (3) accommodate development types and densities envisioned by the General Plan. This General Plan recognizes constraints analysis as a key part of the environmental review and development process for many properties in Novato. Because of the extent and the mix of natural resources in the area, the precise development potential of individual properties cannot be determined solely by the Land Use Designations Map. The results of the Constraints Analysis followed by sensitive project design, consistency with General Plan, Zoning Ordinance, and other land use regulations, as well as City review will ultimately determine attainable development density. Constraints analysis is encouraged early at the project development stage so project design is sensitive to property constraints.

This Plan's requirements for Constraints Analysis is consistent with the California Environmental Quality Act (CEQA) because it requires developers to take into account the potential for adverse impacts on the environment when planning their projects. The information developed as part of Constraints Analysis will be incorporated into environmental documents when applicable.

LU Objective 3 Assure that Development Recognizes Environmental Constraints.

LU Policy 9 Constraints Analysis. Assess environmental constraints when considering development of lands with high environmental value or significant hazards. Encourage development sponsors to use such Constraints Analysis in designing their projects, to avoid unnecessary expense in redesigning their project to incorporate the issues defined by

Constraints Analysis. The Constraints Analysis expands the City's current development analysis on property. The property owner is being provided the option of submitting the Constraints Analysis prior to submittal of the project application and environmental documentation or submitting it with the environmental documentation. The Constraints Analysis is an analysis in addition to that required by CEQA.

LU Program 9.1: Prepare a guide to Constraints Analysis to:

1. Identify lands with high environmental value or significant hazards. These would generally include wetlands and watercourses, native woodlands, habitat important to special species, wildlife travel corridors, scenic resources (including scenic hillsides and ridgelines) and land subject to flood or fire hazards. Other resources and hazard areas in addition to these may be included.
2. Adopt a process to integrate Constraints Analysis with project design, preliminary review, formal development application, completeness review, environmental review, and project decision. This process should ensure that there is no conflict or duplication of effort between Constraints Analysis and other actions under State and local regulations.
3. Identify information resources, standards, methodologies and other tools to assist Constraints Analysis. One such standard shall be specific conditions to ensure that species of broom, acacia, and pampas grass are not planted as part of any future development of the site.

Sphere of Influence

The City seeks to avoid the pattern of urban sprawl by concentrating development within the City and its Sphere of Influence. State law provides for the establishment of Spheres of Influence, to indicate the areas that may be annexed to a City and for which urban services, if available, could be provided. The purposes of Spheres of Influence are to ensure that urban development takes place in an orderly manner, and that the land use and development policies of a City are recognized in areas that will eventually be part of a City. Within the Sphere of Influence, the City may consider establishing Urban Service Areas to indicate areas where urban development can best be accommodated over the next five to ten years.

The General Plan establishes policies for the Sphere of Influence, which are functionally related to the conservation and development goals of the City. There are areas in Novato's Sphere of Influence exclusive of the urban services area which the City does not intend to annex, such as the developed unincorporated communities of Black Point and Indian Valley. These areas are nonetheless appropriately included in the Sphere because they closely effect and are effected by Novato, and because other agencies which provide urban services extend beyond the Novato City Limits. There are also areas (such as "Conservation" areas) that are in the City limits, or could be annexed, that do not require urban services, but are appropriately included in the Sphere of Influence due to their location.

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LU Program 10.1: Request that the Marin County Local Agency Formation Commission (LAFCO) revise the Novato Sphere of Influence in accordance with the *Novato General Plan*.

LU Policy 11 Annexations to Sanitary District. Consider, on a case-by-case basis, supporting connection of property outside the City limits to the Novato Sanitary District, if the City determines it necessary for public health and safety, or for other reasons.

LU Policy 12 Area of Interest. Monitor issues within the Area of Interest for their effect on Novato.

LU Program 12.2: Request that the County of Marin adopt land use policies consistent with the Novato General Plan for the areas outside the City's Sphere of Influence but within the Area of Interest. In particular, recommend that the Bel Marin Keys area be designated as part of the Bayfront Overlay Zone and that lands now in agricultural use be designated Agriculture, or Conservation.

a. Areas to be annexed must be able to be served by existing City facilities and by facilities provided by other agencies, or by environmentally and economically feasible extensions to these facilities. Findings to support annexations must be made to indicate that improvements to support the development are available. These include transportation, water supply, fire, waste water treatment, schools, and other public services and facilities.

- b. Proposed annexations must be contiguous to existing developed areas. Annexation and development that “leapfrogs” over vacant and undeveloped land will not be allowed.
- c. Annexation of an area should not have either short-term or long-term negative impacts on the City's fiscal condition.
- d. For proposed developments seeking annexation, a specific development plan, including maps and text, must be prepared for the proposed annexation, showing how the proposed development contributes to the attainment of General Plan goals and policies.
- e. Proposed developments must be consistent with the proper land use designation and meet all other requirements of the General Plan.
- f. Other relevant policies are found in the Economic Development and Fiscal Vitality Chapter. EC Program 23.2 would establish annexation fees and EC Policy 25 and EC Program 25.1 call for a Fiscal Impact assessment of projects as appropriate.

Interjurisdictional Coordination

Development and environmental protection in Novato involve various agencies in addition to the City of Novato. School, fire, water, wastewater disposal, flood control, and transportation services are provided by other public agencies. Land use policies and development in other cities and in unincorporated areas near Novato affect the City. Therefore, cooperative planning among jurisdictions is important to avoid land use conflicts and ensure efficient allocation of public services.

LU Objective 5 Establish effective coordination of planning efforts among interrelated jurisdictions and special authorities to implement the General Plan.

LU Policy 14 Congestion Management Agency. Coordinate with the Marin County Congestion Management Agency and support its role in addressing Countywide transportation problems.

The Countywide Planning Agency serves as the County Congestion Management Agency (CMA) and performs the State-mandated CMA functions for Marin County. Refer to Policies and Programs in the Transportation Chapter.

LU Program 14.1: Support the continuation of the CMA's responsibilities of reviewing and maintaining transportation standards and reviewing local general plan amendments for consistency with these standards.

1 LU Policy 15 Redevelopment Plan. Use the Redevelopment Plan to help attain General Plan
2 goals, objectives, and policies.
3

4 LU Program 15.1: Continue to implement the redevelopment plan within its
5 existing boundaries. (See LU Map 2.)
6

7 Responsibility: Novato Redevelopment Agency.

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LU-MAP 2

REDEVELOPMENT AREA



Redevelopment
Area Boundary

Redevelopment Areas

- 1 Rowland Plaza
- 2 Vintage Oaks
- 3 Hanna Parcel
- 4 McPhail Parcel
- 5 State Property

SOURCE: City of Novato

CITY OF NOVATO
GENERAL PLAN

II. Transportation

CHAPTER II: TRANSPORTATION

1. INTRODUCTION

Government Code § 65302[b] requires that every General Plan include a circulation element that consists of “the general location and extent of existing and proposed thoroughfares, transportation routes, terminals, and other local public utilities and facilities, all correlated with the land use element of the General Plan.” This Chapter conforms with the requirements of the Government Code.

The Transportation Chapter discusses transportation issues for the Novato area. It briefly describes the existing circulation system and travel characteristics, projects future traffic based on the buildout of the land uses described in the Land Use Chapter, and identifies the resulting anticipated roadway conditions¹. In addition, this Chapter takes into account the traffic impact of anticipated regional development and the roadway improvements adopted in the Marin County Congestion Management Plan. Policies and implementation programs in this Chapter provide a guide for decisions regarding transportation system improvements to accommodate Novato’s anticipated growth.

The *Transportation Chapter* is based on several underlying themes and findings. They are:

- Transportation is both a local and a regional problem. Effective improvements to the transportation system depend on the cooperative effort of other agencies such as the State of California, Marin County, adjacent cities and counties, the Metropolitan Transportation Commission, and public transit districts.
- Land use and transportation are inextricably connected. They must be coordinated so that future development and transportation will be balanced with each other. The land use and growth management policies in this Plan reflect this relationship.
- Highway 101 is the main inter-city roadway that is at capacity. This situation will only worsen unless transportation service levels are improved and greater emphasis is placed on alternatives to the single-occupant automobile, such as bus and rail transit, bicycling, and ridesharing. Reducing the demand for travel through growth management and transportation management plans and technology (as telecommuting) and economic development strategies (such as job creation) so that future development does not exceed the capacity of the transportation system is essential.
- Transportation facilities must serve all sectors of the community – seniors, children, the disabled and those who depend on public transportation.

¹ Three background reports were prepared for this Chapter; Traffic Model Zone Structure and Trip Distribution Assumptions, *DKS Associates, October 14, 1993*, Evaluation of General Plan Alternatives: Circulation Issues, *DKS Associates, December 13, 1993*, and Analysis of Novato Transportation Needs, *Whitlock & Weinberger Transportation, Inc., May, 1995*.

- *The Marin Countywide Planning Agency:* The City is a member of this agency which is conducting a Sonoma/Marin multi-modal transportation and land use study.

2. BACKGROUND

Streets and Roads

The street system has shaped land use in Novato and continues to be the principal element of the City's transportation system. Streets and highways are classified according to their function. TR Map 1 shows the classification of Novato's existing and planned circulation system. TR Table 2 describes the street classification system. TR Map 1 does not show local streets. New local streets are not required to be shown on the map but must conform to all relevant City regulations. This table is for descriptive purposes and is not intended to precisely define street improvement standards, future improvement projects, or other decisions which would be subject to specific engineering and policy analysis.

TR Table 2: Street Classification System	
Freeway	A high-speed, limited-access roadway used primarily for long trips. California State Department of Transportation (CalTrans) controls the design, operation and maintenance of freeways.
Arterial	A medium-speed, medium capacity roadway typically averaging 10,000 to 35,000 trips daily that provides travel and access within the City and access to expressways and highways. Direct access to land fronting an arterial is usually prohibited.
Collector	A relatively low-speed, relatively low-volume street typically averaging 5,000 to 10,000 trips daily that provides access within and between neighborhoods. Collectors usually serve short trips and are intended for collecting trips from local streets and distributing them to arterial streets. Collector streets may have restricted access under certain circumstances, for safety reasons.
Local Street	A low-speed, low-volume street that provides access to adjacent properties. Local streets are designed for trips within neighborhoods and to collector and arterial streets, and not to serve through-traffic.
Rural Road	A relatively low-speed, low-volume roadway that provides access to adjacent land. Rural roads are designed for trips within low density areas where there is relatively little locally-generated traffic. The City has adopted special standards for rural roads.

1995 Levels of Service

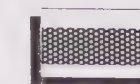
During the non-commute hours of the day, traffic generally moves well, experiencing little delay. Most intersections are operating at a LOS of A to C, indicating that the street system is relatively uncongested.

Traffic congestion occurs, however, during the peak commute hours. Most of Highway 101 is currently operating at LOS F in the Novato area. During the morning commute hours backups

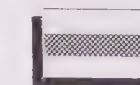
EXISTING AND PLANNED STREET SYSTEM



Scale: 1" = 4000'



Freeway



Arterial



Collector



Connector between Bel Marin Keys industrial area and Highway 37 (alignment tentative)

NOTE: Local streets and rural roads are not shown on this map because of scale.

SOURCE: City of Novato
Community Development Department
Traffic Count Map

City of Novato GENERAL PLAN



City Limit Line


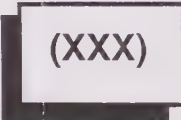



Sphere Of Influence



This map was developed for General Plan purposes. The City of Novato is not responsible or liable for use of this map beyond its intended purpose. More detailed information is available at the Novato Community Development Department.

1995
TRAFFIC VOLUMES

-  Study Area Intersections
-  (XXX) AM Peak Hour Traffic
-  XXX PM Peak Hour Traffic

SOURCE: Whitlock & Weinberger
Transportation, Inc.

City of Novato
GENERAL PLAN

-  City Limit Line
-  Sphere Of Influence



This map was developed for General Plan purposes. The City of Novato is not responsible or liable for use of this map beyond its intended purpose. More detailed information is available at the Novato Community Development Department.

1 occur from the Alameda del Prado or Miller Creek interchanges to as far north as Atherton
2 Avenue interchange, causing significant diversion of traffic onto City streets.

3
4 Local streets and roads generally remain at acceptable levels of service during the peak hours.
5 The exceptions include Bel Marin Keys Boulevard and the Redwood Boulevard/Olive Avenue
6 intersection. The latter operates at LOS E during the morning peak period.

7
8 Traffic congestion will continue to worsen as more development occurs in Marin and Sonoma
9 Counties. In response, Novato is working to adopt innovative measures to reduce impacts of
10 Highway 101 traffic on City streets, implement growth management programs, and emphasize
11 alternatives to the single-occupant vehicle.

12 13 **Coordinating Land Use and Transportation**

14
15 Land use and transportation must be coordinated, so that the capacity of the transportation
16 system accommodates the traffic generated by the development of the community. In order to
17 understand the relationship between land use and transportation, a traffic forecasting model
18 was used in preparing this General Plan². The model predicted the amount of traffic that will
19 occur when all of the land covered by the General Plan is built out. With these traffic projections
20 it is possible to estimate how much traffic will be generated by new development, what traffic
21 problems will occur, and what roadway improvements, if any, could relieve traffic congestion.

22
23 Public transit is mainly provided by the Golden Gate/Marin County system. The routes and
24 stops use the local street and freeway system, and so are not delineated in this Plan as a
25 separate system. Bus routes are shown in the Existing Conditions Report.

26
27 The traffic projections showed that the highways and roads in the Novato area in 1995 cannot
28 accommodate all of the development projected to the year 2015, even with the roadway
29 improvements that are under construction or funded (see TR Table 3). The projections confirm
30 that there is currently no reserve capacity on Highway 101. The General Plan includes a list
31 of additional projects in Novato that, when implemented, will accommodate traffic generated by
32 development consistent with the Plan. TR Map 3 shows projected traffic volumes for key
33 intersections and roadways. TR Table 3 lists projects that would provide additional roadway
34 capacity for vehicles or bicycles in the Novato Area of Interest that are already committed.

² Transportation Background Report #3: Evaluation of the Preferred Plan and Alternatives, Whitlock & Weinberger Transportation, Inc., June 15, 1995.

TR Table 3: Committed Roadway Improvements

Project Name	Capacity Improvements	Status As of 3/96
South Novato Boulevard improvements between Rowland Boulevard and Diablo Avenue	One additional lane in each direction, increased storage capacity at intersections, traffic signal coordination. Class II bike lanes.	Under construction
Park-and-Ride lot at Rowland Boulevard Interchange.	Parking for 250 vehicles.	Design in progress by CalTrans
Atherton Avenue improvements from Olive Avenue to Highway 37	Turn lanes, Class II bike lanes.	Design in progress
Downtown traffic signal and intersection improvements	Coordination of the traffic signals on De Long Avenue from U.S. 101 to Diablo Avenue and coordination of the traffic signals on Redwood Boulevard from Lamont Avenue to Grant Avenue.	Design not yet started; fund allocation has been delayed
South Novato Boulevard improvements from Rowland Boulevard to U. S. 101	Class II bike lanes, underground existing overhead utilities.	Design in progress
Tamalpais/Hill/Bradley pavement and Drainage improvements	Sidewalk on one side of Tamalpais Avenue between Center Road and Hill Road and on Hill Road between Tamalpais Avenue and Diablo Avenue.	Reconstruct pavement, improve drainage, provide Class III bikeway
Highway 101	Auxiliary Lane improvements in San Rafael, none in the Novato Area of Interest.	Approved and partially funded by CalTrans

Following are the principal intersections which will experience severe traffic congestion at buildout if improvements listed in TR Table 4 are not constructed when travel demand increases.

- Novato Boulevard/Seventh Street/Tamalpais Avenue, which operates at a LOS D during the P.M. peak hour.
- Novato Boulevard/Diablo Avenue, which operates near capacity a LOS E in the P.M. peak hour.

- Redwood Road/Diablo Avenue/DeLong Avenue, which operates at mid LOS D in the P.M. peak hour.
- Ignacio Boulevard/Nave Drive/Northbound US 101 Ramp, which operates at low LOS D during the A.M. peak hour, and at capacity (LOS F) during the P.M. peak hour.
- DeLong Boulevard/Enfrente Road/US 101 Ramps southbound, which operate at mid-LOS D during the A. M. peak hour and at near capacity (high LOS E) during the P.M. peak hour.
- Novato Boulevard/Sunset Parkway, which operates at LOS E in the A.M. peak hour.
- Redwood Road/Olive Avenue which operates at LOS F during the P.M. peak hour.
- Atherton Avenue/Bugeia Lane which operates at LOS F during the P.M. peak hour.

This General Plan coordinates land use and transportation by permitting a level of potential development that can be served by the existing and planned transportation system. The Growth Management Section of the Land Use Chapter contains policies and programs to phase new development so that it does not exceed the capacity of the roadway system and other public services. (Refer to Land Use Chapter 1 and programs following LU Objective 2.) Highway 101 is excluded from service level standards because it is already over capacity and will continue to worsen regardless of any action taken by the City of Novato. The County CMP has "grandfathered" traffic service levels on Highway 101.

In addition, the plan includes land use policies and designations that reduce the need to travel for work, recreation and shopping. The mixed use designations downtown and in neighborhood commercial centers, combined with the higher density residential development near public transportation, will permit more Novato residents to live closer to their jobs and will encourage public transit use.

3. OBJECTIVES, POLICIES, AND PROGRAMS

TR Objective 1 Help reduce regional traffic growth.

TR Policy 1 Regional Transportation Efforts. Participate in regional transportation planning efforts.

Marin County's Congestion Management Plan (CMP) employs growth management techniques, including traffic Level of Service requirements, standards for public transit, trip reduction programs and capital improvement programming for the purpose of controlling and reducing the cumulative regional traffic impacts of development.

TR Program 1.1: Continue to provide City Council and staff representation to the Congestion Management Agency and other regional transportation planning agencies.

Responsibility: Central Administration

1 TR Program 1.2: Work with the Marin Countywide Planning Agency to carry out
2 the Congestion Management Plan.

3
4 TR Program 1.3: Continue to work with regional agencies to attain the
5 objectives of the Marin Congestion Management Plan related to Highway 101.
6 Do not adopt City standards for Highway 101, recognizing its regional function
7 and State ownership and control.

8
9 TR Program 1.4: Support the extension of an HOV lane on Highway 101 in both
10 directions within the City limits.

11
12 TR Policy 2 Regional Alternatives to the Single-Occupant Vehicle. Support regional
13 transportation policies and programs that increase the use of public transit, carpools, bicycles
14 and other alternative modes of transportation and limit the growth of single-occupant vehicle
15 traffic.

16
17 TR Program 2.1: Continue to provide staff resources to review, analyze, and
18 monitor the effects of regional transportation plans on the use of alternative
19 transportation modes.

20
21 Responsibility: Central Administration

22
23 **TR Objective 2 Improve and manage the City's roadway system to accommodate**
24 **future growth and maintain acceptable levels of service.**

25
26 TR Policy 3 Land Use and Transportation Coordination. Manage community growth and
27 infrastructure projects so development can be adequately served by transportation facilities.

28
29 *There are several measures that can be used to balance transportation with land use in addition*
30 *to financing and building additional roadway improvements. Transportation Demand*
31 *Management programs such as flexible hours, employer-financed shuttle buses, and growth*
32 *management programs can reduce transportation impacts.*

33
34 TR Program 3.1: Develop and maintain a Citywide traffic model to evaluate the
35 balance between development and transportation.

36
37 TR Program 3.2: Continue to assess the cumulative traffic impacts of
38 development proposals on the City's transportation system.

39
40 TR Policy 4 Level of Service Standards. Establish traffic Level of Service (LOS) standards for
41 use in (1) evaluating the impacts of proposed development projects so the project can be
42 redesigned or effective mitigation measures can be implemented, (2) making improvements to
43 the roadway system, and (3) determining appropriate traffic impact fees.

1 TR Program 4.1: Establish traffic Level of Service standards as follows:

- 2
- 3 a. At intersections with signals or four-way stop signs: operation at
- 4 LOS D
- 5
- 6 b. At intersections with stop signs on side streets only: operation
- 7 at LOS E.
- 8

9 *Mitigation measures which reduce side street delay, such as traffic signals, all-*

10 *way stops and/or center two-way left turn lanes will be considered when LOS F*

11 *conditions are projected for side street traffic. The volume of traffic should also*

12 *be considered when evaluating the severity of side street traffic operations.*

13

14 *Refer also to LU Program 7.2 which describes the different actions the City may*

15 *take if analysis of a proposed development project indicates that it would be*

16 *likely to result in a violation of LOS standards.*

17

18 TR Policy 5 Roadway Improvements Adopt a list of improvements that accommodates future

19 growth consistent with the General Plan, enabling the roadway system to operate safely and

20 efficiently.

21

22 TR Program 5.1: Prioritize construction of roadway improvements based on

23 consideration of the following factors: periodic analysis of traffic service levels,

24 the location of new development, and safety considerations.

25

26 TR Program 5.2: Construct the improvements listed in TR Table 4. New local

27 streets are not shown on TR Table 4 and will be subject to review during the

28 development review process.

**TR Table 4:
Major Roadway Improvements**

Novato Boulevard/Seventh Street/Tamalpais Avenue	Add an additional through lane on the northbound and southbound approaches on Novato Boulevard
Redwood Boulevard/Diablo Avenue/DeLong Avenue	Change the southbound Redwood Boulevard approach to include a left-turn lane, a shared through/left-turn lane and a right-turn lane. Change the eastbound Diablo Avenue approach to include two left-turn lanes, two through lanes, and a right-turn lane. Revise the signal phasing to provide split-phasing time for Redwood Boulevard and protected left-turn phasing for Diablo/DeLong Avenues.
U.S. 101 North Ramp/Nave Drive/Bel Marin Keys Boulevard	Change the eastbound Bel Marin Keys Boulevard approach to include a through lane, a shared through/right-turn lane.
South Novato Boulevard/Sunset Parkway	Install a traffic signal.
Redwood Boulevard/Olive Avenue	Install a traffic signal.
Atherton Avenue/Bugeia Lane	Install a traffic signal.
Bel Marin Keys/Highway 37	Construct a connector.
Rowland Boulevard	Construct an extension to Highway 37. The extension may be limited to an emergency access way.
Redwood/San Marin Intersection and 101 South Ramps	Add turn lanes.

The City's Capital Improvement Program supported by specific project mitigation improvements will provide for roadway and intersection improvements as determined necessary to meet traffic service and safety requirements and comply with all of the other goals and policies of the General Plan. Annual review of consistency of the City's Capital Improvement Program with the General Plan is required by State law. The timing and need for construction of projects listed in TR Table 4 will depend on the rate and location of new development and on trends in travel behavior.

TR Policy 6 Funding. Ensure that development contributes to funding and/or implementing traffic mitigation measures.

TR Program 6.1: Prepare, adopt and implement a Citywide Traffic Impact Fee ordinance.

1 TR Program 6.2: Include in conditions of project approval measures other than
2 roadway improvements, such as Traffic Demand Management requirements, to
3 reduce traffic impacts.
4

5 *See also LU Policy 8, which pertains to impact fees for infrastructure improvements and public*
6 *services.*
7

8 **TR Objective 3 Ensure that the transportation system contributes to the quality of**
9 **life of the community.**
10

11 TR Policy 7 Public Participation and Education in Transportation Decisions. Actively seek
12 public participation in the preparation and review of regional and local transportation plans.
13

14 TR Program 7.1: Continue to hold public meetings on proposed transportation
15 plans and improvements.
16

17 TR Policy 8 Impacts of Transportation Improvements. When transportation improvements are
18 expected to have negative impacts, seek to reduce them through design changes or mitigation.
19

20 TR Program 8.1: Review proposed transportation improvements to ensure that
21 adequate measures will be implemented to reduce any anticipated air quality,
22 noise, visual, or other impacts.
23

24 *Some proposed transportation improvements require Environmental Impact*
25 *Reports, while other, smaller projects do not. This program requires that*
26 *proposed transportation improvements in the City be reviewed for potential*
27 *negative impacts and that appropriate measures be included to make these less*
28 *severe.*
29

30 *Refer to the Safety and Noise Chapter for policies and programs to reduce*
31 *transportation noise.*
32

33 TR Policy 9 Resource Protection: Design transportation facilities so that irreplaceable
34 resources such as important open space lands, environmental resources, recreational facilities
35 and neighborhood integrity are protected.
36

37 TR Program 9.1: Review proposed transportation improvements so that
38 measures will be implemented to protect important open space lands,
39 environmental resources, recreational facilities, and neighborhood integrity.
40

41 TR Policy 10 Through Traffic on Local Streets: Reduce through traffic on local streets to
42 preserve the peace and quiet of residential areas.
43

44 TR Program 10.1: Adopt and enforce a truck route plan for Novato that limits
45 trucks to selected arterial and collector streets, specifies weight limitations and
46 fines for noncompliance. Install route signs as required.
47

1 TR Program 10.2: Develop measures to limit through traffic on residential
2 streets when traffic studies confirm that traffic volumes on such streets exceed
3 the Levels of Service established by the City. (Draft EIR, page 135,
4 Impact 4.5B)
5

6 **TR Objective 4 Develop a circulation system that is safe and efficient.**
7

8 TR Policy 11 Traffic Safety. Improve the safety of the roadway system.
9

10 TR Program 11.1: Periodically analyze the locations of traffic accidents to
11 identify problems and use this information to set priorities for improvements as
12 a part of the City's Capital Improvement Program.
13

14 Responsibility: Police and Community Development Departments
15

16 TR Policy 12 Continuation of Streets. Facilitate the continuation of streets and bicycle and
17 pedestrian paths through developments wherever reasonable and feasible.
18

19 TR Program 12.1: Review site plans of developments to facilitate the
20 continuation of streets, bicycle paths, and pedestrian paths to improve local
21 circulation. Continuation of existing streets shall be considered with the
22 development of parcels located between streets where this will not generate
23 adverse impacts for traffic movement, public safety and the character of the
24 neighborhood. Priority shall be given to providing pedestrian and bicycle routes
25 to connect streets wherever reasonable and feasible.
26

27 **Alternatives to the Automobile**
28

29 Traffic congestion will continue to worsen significantly despite the roadway improvements
30 recommended in this Plan. Building more roads is not the only solution. Providing effective
31 alternatives to the single-occupant vehicle (SOV) and taking advantage of improvements in
32 technology must become an essential component of transportation planning. This includes
33 increased use of public transit, carpools, staggered and flexible work hours, and bicycling
34 combined with land use patterns and measures to reduce travel demand. In addition,
35 alternatives to the automobile contribute to energy conservation, reduce pollution and the
36 immense cost of building and maintaining additional highways and roads.
37

38 **TR Objective 5 Reduce dependence on the automobile.**
39

40 TR Policy 13 Higher Density Land Uses Adjacent to Public Transit. Encourage higher intensity
41 land uses such as mixed use, multiple family residences, public services and commercial retail
42 centers near transit routes and facilities to reduce vehicle trips.
43

44 TR Policy 14 Alternatives to the Single-Occupant Vehicle. Encourage alternatives to the use
45 of the single-occupant vehicles (SOVs).
46

47 TR Program 14.1: Work with organizations promoting the use of alternatives to
48 single-occupant vehicles.
49

1 TR Policy 15 Transit. Encourage use of public transit.

2
3 TR Program 15.1: Continue to support service by the Golden Gate Bridge
4 District and Marin County Transit District.

5
6 TR Program 15.2: Continue to require the provision of bus stops, bus shelters,
7 benches, turnouts, and related facilities in all major new commercial, industrial,
8 residential, and institutional developments that might be served by transit.

9
10 TR Program 15.3: Work with public transit providers to obtain changes to
11 schedules and routes as needed to serve the community.

12
13 TR Program 15.4: Explore feasibility of establishing an intracity transit system.

14
15 TR Program 15.5: Explore development of a multimodal facility(ies) along the
16 Railroad Corridor.

17
18 TR Program 15.6: Investigate the feasibility of ferry service both via the Golden
19 Gate Bridge, Highway and Transit District and in Sonoma County or in other
20 appropriate locations.

21
22 TR Program 15.7: Help alleviate congestion on major thoroughfares such as
23 Highway 101 and Highway 37 by encouraging use of public transit in other
24 locations and ways, including but not limited to park and ride lots, van pooling,
25 bus shelters, convenient schedules and reasonable fares.

26
27 TR Policy 16 Reducing Travel Demand: Promote measures to reduce travel demand.

28
29 TR Program 16.1: Develop programs for trip reduction and implement as
30 permitted by law.

31
32 *Measures to reduce travel demand (called Transportation Demand*
33 *Management, or TDM programs) are directed at reducing the number of single-*
34 *occupant vehicles during the peak hour commute periods.*

35
36 TR Policy 17 Railroad Right-of-Way. Support the acquisition of the Northwestern Pacific
37 Railroad right-of-way for future transit and possible bike route use, with the mode of transit to
38 be subject to further study.

39
40 TR Program 17.1: Support the acquisition of and coordinated planning for the
41 use of the NWP Railroad right-of-way.

42
43 TR Policy 18 Support construction of park and ride facilities to increase transit ridership and
44 carpooling.

45
46 TR Program 18.1: Identify additional sites for park-and-ride commuter lots that
47 are directly accessible to major arterials and Marin County transit lines and/or
48 freeway interchanges.

TR Program 18.2: Identify mechanisms to provide for and seek developer participation in construction of park and ride facilities by requiring land to be set aside for park-and-ride lots where possible, or including the cost of park and ride facilities into the City's traffic impact fee ordinance, to the extent that new development increases demand for such facilities.

CalTrans operates three park-and-ride lots in Novato: at the Highway 37/Atherton Avenue interchange, at the Highway 101/Atherton Avenue interchange, and at the Highway 101/Alameda del Prado interchange. A fourth lot is planned at the Highway 101/Rowland Boulevard interchange. These facilities are at or over their capacity.

TR Policy 19 Bus Shelters and Benches. Encourage attractive, well-lighted and comfortable bus shelters or benches placed in convenient locations that are compatible with surrounding neighborhoods.

TR Program 19.1: Identify appropriate locations for bus stops, benches and shelters as part of development plans in City Capital Improvement Projects.

TR Program 19.2: Review bus shelter and bench designs and plans. Provide additional facilities or features for bus shelters and benches in key areas serving a large ridership, as necessary.

Although Golden Gate Transit and Marin Transit have specifications for bus shelters, the City should participate in the location of new bus stops.

Bicycle and Pedestrian Facilities

Bicycling and walking can become a more significant part of the transportation system with better facilities. Novato has many opportunities to promote cycling and walking: most of the City is reasonably flat; the weather is mild; and there are relatively short distances between residential areas, parks, schools and commercial centers. General Plan policies that increase residential density downtown, establish mixed uses, and favor infill development rather than urban sprawl also promote cycling and walking for local trips.

The California Street and Highways Code has established three categories of bicycle routes based on needs and the physical conditions of the right-of-way.

"Bikeway" means all facilities that provide primarily for bicycle travel.

- a. Class I Bikeway (Bike Path). Provides a completely separated right of way for the exclusive use of bicycles and pedestrians with crossflow minimized.
- b. Class II Bikeway (Bike Lane). Provides a striped lane for one-way bike travel on a street or highway.
- c. Class III Bikeway (Bike Route). Provides for shared use with pedestrian or motor vehicle traffic.

BIKEWAYS

BIKEWAYS "Bikeway" means all facilities that provide primarily for bicycle travel

Class I Bikeway (Bike Path) Provides a completely separated right of way for the exclusive use of bicycles and pedestrians with crossflow minimized



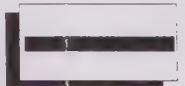
Class II Bikeway (Bike Lane) Provides a striped lane for one-way travel on a street or highway



Class III Bikeway (Shared Route) Provides for shared use with pedestrian or motor vehicle traffic



Class I



Class II



Class III



Unsigned Routes indicated on the map that are not marked, but are commonly used

City of Novato
GENERAL PLAN

--- City Limit Line
..... Sphere Of Influence



Scale: 1" = 4000'

This map was developed for General Plan purposes. The City of Novato is not responsible or liable for use of this map beyond its intended purpose. More detailed information is available at the Novato Community Development Department.

1
2 **TR Objective 6 Make it easier and safer for people to travel by bicycle and on foot.**
3

4 TR Policy 20 Comprehensive Bicycle Path System. Establish a comprehensive and safe
5 system of bicycle routes that connects all parts of the City.
6

7 TR Program 20.1: Work towards completing the bicycle route system in the
8 Citywide Bikeways Plan
9

10 TR Program 20.2: Incorporate bicycle facilities into the design and construction
11 of roadway improvements.
12

13 TR Program 20.3: Continue to participate in the Marin Countywide Bicycle
14 Advisory Committee.
15

16 TR Program 20.4: Utilize grant funding, and other means, as appropriate, to
17 acquire rights-of-way needed for a comprehensive bike route system, and to
18 provide bike racks and other bicycle-related facilities.
19

20 TR Program 20.5: Distribute maps of Novato's bicycle routes at public buildings,
21 the library, schools and other public places.
22

23 TR Program 20.6: Construct bike routes according to the standards established
24 by CalTrans' *Planning Development and Design Criteria for Bikeways*.
25 Alternative designs may be required in environmentally sensitive areas.
26

27 TR Program 20.7: Consider adoption of a *Citywide Bikeways Plan* based on the
28 recommendations of the City's Bicycle and Pedestrian Advisory Committee.
29

30 *This plan would specify in more detail and perhaps enlarge upon the bicycle*
31 *routes indicated in TR Map 4. CalTrans and MTC have adopted criteria for*
32 *bicycle plans. Adoption of a bicycle routes plan conforming to these criteria*
33 *makes the City eligible for California Bicycle Lane Act funding grants.*
34

35 TR Program 20.8: Require employers to provide appropriate facilities to
36 encourage bicycling.
37

38 TR Program 20.9: Continue the bicycle safety programs offered by the Police
39 Department.
40

41 Responsibility: Police Department
42

43 *The Police Department provides an innovative bicycle safety education program*
44 *in the elementary schools.*
45

46 TR Policy 21 Bicycle Parking. Promote and provide adequate bicycle parking at public transit
47 facilities, park-and-ride lots, schools, the library, parks, city offices, and commercial areas, as
48 feasible.
49

TR Program 21.1: Consider requiring new development, including remodeling and use changes, to provide adequate bicycle parking, as feasible.

Revisions to the parking standards in the Zoning Ordinance are required to implement this program. The Zoning Ordinance should specify the number of bicycle parking spaces required as a ratio of building floor area and the type of bicycle racks and locker designs which should be used. The specifications for bicycle racks should reflect the type of use. Long-term parking at bus stops and workplaces would require locker-type storage for bicycle, whereas short term parking at stores would require the simpler locking bicycle racks.

TR Program 21.2: Work with public transit providers to place bicycle parking at bus stops and to increase the number of buses able to take bicycles.

TR Policy 22 Pedestrian Facilities. Promote, provide, and maintain a safe and convenient pedestrian system.

TR Program 22.1: Require a sidewalk, path, or shoulder on all streets.

TR Program 22.2: Continue to provide traffic controls in areas with high volumes of pedestrian movement.

Responsibility: Police and Community Development Departments

Access for the Mobility-Impaired

Providing transportation facilities accessible to persons who are mobility-impaired is essential. Approximately three percent of the population in Novato cannot use conventional public transit due to a disability. The Federal Americans with Disabilities Act approved in 1990 contains many requirements to remove barriers for those with disabilities.

Paratransit provides transportation services for persons who cannot use conventional, fixed-route public transit. The Marin County Transit District contracts with two social service agencies to provide a door-to-door ride sharing program.

There are a number of private transportation services meeting the specialized needs of the community. These include the Marin Airporter, the Santa Rosa Airporter and local taxi service.

TR Objective 7 Encourage access to transportation for persons who are mobility-impaired.

TR Policy 23 Access Improvements. Support improved access to public transportation by people with disabilities.

TR Program 23.1: Continue to review all projects for disabled access and require the installation of curb cuts, ramps and other improvements facilitating access in conformance with state and federal regulations.

TR Program 23.2: Continue to support organizations that provide transit service to the elderly and the mobility-impaired.

TR Policy 24 Paratransit. Encourage the continuation and expansion of paratransit services in Novato.

TR Program 24.1: Monitor paratransit service providers in Novato to identify changes in service. Work with paratransit providers to facilitate a high level of service.

TR Policy 25 Development to Pay Fair Share. Consider developing an impact fee to require developments to pay their fair share to cover the cost of implementing the City's Americans with Disabilities Act (ADA) transition plan and self evaluation of services plan to the extent allowed by law.

Transportation Funding

Transportation funding is predominantly a federal, state and regional responsibility. For many years the road system has received the largest proportion of public expenditures for transportation. Recent funding programs have recognized the increased need to support alternative modes of transportation.

TR Objective 8 Promote balanced funding for transportation systems.

TR Policy 26 Balanced Transportation Funding. Actively pursue funding for all transportation objectives consistent with the General Plan.

TR Program 26.1: Work with other jurisdictions in the County and the region and with the Metropolitan Transportation Commission to lobby for increased funding for alternative transportation modes.

Responsibility: Central Administration

TR Program 26.2: Obtain needed funding for transportation improvements and public transit facilities from federal, state and county governments and from Traffic Impact Fees.

See also LU Policy 8.

Air Transportation

Gross Field is located in the County outside of Novato's Sphere of Influence. It is a general aviation airport owned by the County and has no scheduled commercial flights. It has, however, a significant number of private aircraft operations and an air taxi service.

The County's *Gross Field Master Plan* describes the expected growth in airport operations and related development. It projects a doubling of based aircraft in the period 1986 to 2006, with an increase in operations (one landing or one take-off) from 189,000 in 1996 to 204,000 in

2006. The improvements called for in the Master Plan include facilities to maintain a fixed-based aviation operator.

Novato is represented on the County's Airport Land Use Commission (ALUC), which reviews all projects adjacent to Gness Field for compliance with their plan. Additional policies and programs dealing with Gness Field are in the Safety Chapter.

TR Objective 9 Encourage airport service consistent with Novato's community character.

TR Policy 27 Gness Field. Encourage the maintenance of Gness Field as a General Aviation Airport. Oppose improvements to Gness Field that could lead to commercial aviation.

TR Program 27.1: Work with the County, the ALUC and the FAA to ensure that no facilities to accommodate a commercial aviation airport will be built.

TR Program 27.2: Periodically review and continue to implement regulations on aviation (such as helicopter takeoffs and landings) in the City limits.

TR Policy 28 Airport Land Use Plan. Support safety provisions of the Airport Land Use Plan. (See Safety Chapter.)

TR Program 28.1: Continue to monitor the environmental effects of Gness Field by reviewing and responding, as appropriate, to all EIRs and related planning documents.

Noise and safety related issues of Gness Field are discussed in the Safety Chapter. Land uses on LU Map 1 are consistent with the Airport Land Use Plan.

TR Policy 29 Non-aviation Status of Hamilton Runway. Continue to ensure that the Bay Conservation and Development Commission, the Metropolitan Transportation Commission and other appropriate agencies recognize permanent non-aviation status of the Hamilton Field runway.

III. Housing

CHAPTER III: HOUSING

1. INTRODUCTION

This chapter addresses the requirements of Government Code § 65583. The Housing Chapter must consist of:

- An analysis of the housing needs of all economic segments of the City;
- housing goals, objectives, and policies to meet identified housing needs; and
- a housing program that establishes a five-year schedule of actions to meet Novato's housing objectives and policies.

The Housing Chapter is divided into two sections. Section 1 contains the goals, objectives, policies and implementation programs. Section 2 contains an analysis of the housing needs of all economic segments of the community.

The purpose of the Housing Chapter is to achieve an adequate supply of safe, adequate housing for all residents of Novato. In order to achieve this goal, the policies and programs of this chapter are directed toward the following objectives:

- | | |
|-----------------------|---|
| HO Objective 1 | Conserve and improve Novato's existing housing supply. |
| HO Objective 2 | Diversify and expand housing opportunities. |
| HO Objective 3 | Expand housing opportunities for households with very low to moderate incomes and for persons with special housing needs. |
| HO Objective 4 | Promote housing opportunities for all persons regardless of race, age, religion, gender, sexual orientation, marital status, ancestry, national origin or color. |

The Housing Chapter has been organized so that Novato's decision-makers and members of the public can quickly identify specific goals, housing policies and programs, as well as the information and analysis on which these policies and programs are based.

Accomplishments

The policies and programs of the Housing Chapter build on and refine the accomplishments of the previous General Plan. The City has implemented a wide range of programs that have improved the variety and affordability of housing in the community. In addition, Novato has participated in innovative and successful programs operated by the Marin Housing Authority and non-profit organizations.

Listed below are several major accomplishments in providing additional affordable housing, encouraging first-time home ownership, and preserving and enhancing existing housing:

- There have been 359 below-market-rate housing units affordable to low income households constructed in Novato since 1972.
- Novato participated in the Marin Housing Authority's Residential Rehabilitation Program which resulted in financial incentives for the preservation of 35 homes for lower income households, totaling \$425,000 in loans.
- The City's Housing Opportunity Fund, established in 1987, allocated \$356,668 to increase the number of affordable housing units.
- The City's *Affordable Housing Ownership Trust Fund*, established in 1988, has collected \$306,107 to assist lower-income households in purchasing homes. Approximately 70 low- to moderate-income households have obtained assistance in purchasing their first homes.
- Novato participated in the Novato Human Needs Center's *Local Housing Assistance Fund* and *Shared Housing Project*, which provides rental subsidies to qualified low income households. This project is designed to prevent homelessness. Private donors have matched City funding of \$232,000 in Fiscal Year 1994 – 1995 to serve an average of 460 Novato households per year.
- Novato contributed \$19,300 in 1994 and again in 1995 to the *Rebate for Marin Renters Program* operated by Marin Housing Authority, to ensure that lower-income Novato residents can continue to reside in the community by providing rental subsidies of \$100 to \$150 per month.
- Novato participated in the Marin County Mortgage Credit Certificate Program which assists first-time home buyers. To date, 149 Novato residents have received Mortgage Credit Certificates, comprising 47 percent of all certificates issued in Marin County.

An evaluation of the previous Housing Element is in Section 2. The policies and programs of the revised Housing Chapter build upon the successes and achievements of the previous element adopted in 1987. Many programs are continued, for example the preservation and enhancement of the residential character of Novato's neighborhoods and affordable housing incentives.

New Policies

The revised chapter responds to two new issues: the decreasing federal and state funding for affordable housing, and the reuse of Hamilton Field. Each of these presents the City with a challenge.

An Affordable Housing Ordinance is recommended which would require production of between 5 and 15 percent below market rate units in each new residential development project. An option of contributing an in-lieu fee will also be available to developers. This program is based

on the view that the market left to its own devices will not provide affordable housing, even with incentives such as faster processing of applications. Refer to HO Policy 11.

This chapter also supports the provision of affordable housing at Hamilton Field through a combination of renovating existing military housing and new construction. The reuse of Hamilton Field will provide the most significant source of affordable housing for Novato and for all of Marin County in the foreseeable future.

Hamilton Air Force Base is wholly within the City of Novato City limits and the City is currently planning for the reuse of the base. A reuse plan was adopted in November of 1995. The process of disposal is now beginning. The federal government must prepare an Environmental Impact Statement for disposal. The City, federal government, and a private developer (as yet not chosen) will next work towards entitlement of the property to achieve the adopted reuse plan.

The adopted Hamilton Reuse Plan includes 1,208 housing units, a permanent 80-bed homeless facility with support services, 24 acres for parkland, 8 acres for a mix of commercial and retail space, and 43 acres for community facilities. Market rate housing will constitute 425 of the 1,208 total units; 783 units will be affordable, generally defined as housing that costs residents about one-third of their income, and up to 60 units will be used for transitional housing – conventional affordable rental housing with support services to promote self-sufficiency among formerly homeless people and those at immediate risk of becoming homeless. This plan complies with the spirit and requirements of the Federal McKinney Act by providing for a continuum of housing and support services which establishes a multifaceted approach to homeless assistance and prevention using the closed military base. The Reuse Authority (the City of Novato) and representatives of the homeless services providers in consultation with affected neighbors have drafted a binding agreement covering the behavioral, operational and monitoring standards for the permanent 80-bed Hamilton Service Center and up to 60 units of transitional housing.

In addition to these two major policy additions, there are several other new, or substantially revised, policies and many new programs.

This chapter has a different format from the rest of the General Plan, since State law requires that each housing implementation program contain:

- a. A concise statement of the specific City actions which will be taken to implement the program;
- b. the City department or other agency responsible for implementation;
- c. quantified objectives, where applicable; and
- d. a schedule for completion.

2. GOALS, OBJECTIVES, POLICIES AND IMPLEMENTATION PROGRAMS

The objectives, policies and programs of the Housing Chapter are based on the following goal in the *Vision and Goals Statement*, adopted by the City Council in 1992:

Goal **Provide for a variety of housing opportunities through new construction and maintenance of existing housing for an economically and socially diverse population, while preserving the character of the community. Low and moderate income housing of all types (including mobile homes, mobile home and recreational vehicle parks) will be given special consideration.**

HO Objective 1 **Conserve and improve Novato's existing housing supply.**

HO Policy 1 Preservation of Residential Neighborhoods. Preserve and rehabilitate viable older housing to preserve neighborhood character and, where possible, retain a supply of very-low to moderate-income units.

HO Program 1.1: Housing Rehabilitation Program. Continue to participate in the Housing Rehabilitation Program, which provides low-interest loans for the rehabilitation of homes owned or occupied by very-low to moderate-income households. The City will improve citizen awareness of this rehabilitation loan program by: (a) making pamphlets on this program available at City Hall and at the public library; (b) contacting neighborhood groups in older residential areas with this information; and (c) continuing building code enforcement. The City may use funding sources such as CDBG funds and Redevelopment Tax Increment Set-Aside funds, and City-generated affordable housing funds to implement this program.

Responsibility: Community Development Department and Redevelopment Agency in collaboration with the Marin Housing Authority

HO Program 1.2: Capital Improvement Program. Carry out annual Planning Commission and City Council review of the City's Capital Improvement Program (CIP) to determine what special priorities are needed for capital improvement projects required to maintain the community's residential neighborhoods.

Responsibility: Community Development Department

HO Program 1.3: Neighborhood Land Use Compatibility. Identify potential problems from permitted land uses – overconcentration, design, operation, (lack of) maintenance, etc., and establish protections.

1 HO Policy 2 Preservation of Residential Units. Discourage the conversion of residential units
2 to other uses.

3
4 HO Program 2.1: Regulate Displacement. Amend the Zoning Ordinance to
5 regulate the removal or displacement of residential units.

6
7 Responsibility: Community Development Department
8

9 HO Program 2.2: Residential Zoning. Retain existing residential zoning and
10 discourage non-residential uses (other than those typically deemed compatible,
11 such as churches and parks) in these zones, consider expanding areas
12 designated for residential use, and consider zoning amendments to limit the size
13 of housing units.

14
15 Responsibility: Community Development Department
16

17 HO Policy 3 House Sharing. Encourage and facilitate house sharing programs for senior
18 citizens and other groups identified as having special housing needs.

19
20 *House sharing programs match up senior citizens living in larger homes with vacant bedrooms*
21 *with those seeking to share housing. This type of program has been successfully implemented*
22 *in other communities and often enables senior citizens to stay in their own homes.*
23

24 HO Program 3.1: Shared Housing Programs. Continue to participate in the
25 Shared Housing Project.

26
27 Responsibility: Community Development Department in collaboration with the
28 Novato Human Needs Center
29

30 HO Policy 4 Condominium Conversions. Consistent with State law, regulate the conversion
31 of existing multiple family rental units to market rate condominiums, but encourage limited
32 equity cooperatives and other innovative housing proposals which are affordable to very-low
33 to moderate income households.

34
35 HO Program 4.1: Condominium Conversions. Consider revising the
36 Condominium Conversion Ordinance to exempt limited equity residential
37 cooperatives which provide long term affordability for the units by requiring
38 relocation assistance when units are converted; first right of refusal of purchase
39 of units by occupants; a minimum of 20 percent of the units be affordable to
40 very-low to moderate income households; and implementation of resale controls.

41
42 Responsibility: Community Development Department
43

44 HO Policy 5 Mobile Home Park Affordability Ensure that mobile home parks remain affordable
45 to present residents.

46
47 *There are 641 mobile homes located in mobile home parks in Novato which constitute an*
48 *important proportion of the City's affordable housing stock.*
49

HO Program 5.1: Mobile Home Rent Stabilization. Revise as necessary the ordinance establishing a system of mobile home rent control.

Responsibility: Community Development Department

HO Program 5.2: Mobile Home Park Ownership Opportunities. Investigate ways to facilitate mobile home park ownership opportunities.

HO Policy 6 Conversion of Mobile Home Parks. Require developers to provide relocation assistance to residents displaced from mobile home parks that are converted to other uses.

State law (Government Code § 65863.7 and § 66427.4) regulates conversions of mobile home parks to other uses. In general, the law requires that the developer proposing the change in use of a mobile home park file a report on the impact of the proposed change. These provisions also apply when a closure of a mobile home park is the result of a decision by a local government entity or planning agency. This report must address the availability of adequate replacement housing in mobile home parks and the costs involved in relocating mobile homes to another park. A copy of the report must be provided to the residents of each mobile home park 15 days prior to a hearing, if any, on the impact report by the Planning Commission or the City Council.

The Planning Commission or City Council may require, as a condition of the change, that the developer take steps to mitigate any adverse impact of the conversion, closure, or cessation of use on the ability of displaced mobile home park residents to relocate by finding adequate housing in another mobile home park.

HO Program 6.1: Mobile Home Conversion Ordinance. Consider adopting a Mobile Home Conversion Ordinance with guarantees to ensure that lower-income mobile home residents are provided with affordable housing. Investigate methods of tenant acquisition of mobile home parks.

Responsibility: Community Development Department

Several jurisdictions, including Camarillo, Carson, Chula Vista, Hawthorne, Huntington Beach, and San Diego County, have adopted similar ordinances.

HO Policy 7 Reuse of Military Housing. Provide a variety of affordable housing through rehabilitation and replacement at Hamilton Field and Rafael Village, and ensure that affordable housing is provided in conformance with the Hamilton Reuse Plan.

HO Program 7.1: Hamilton Reuse. Implement the Hamilton Reuse Plan.

Responsibility: Hamilton Reuse Planning Authority

HO Objective 2 Increase and diversify housing opportunities.

HO Policy 8 Areas Available for Housing. Increase the amount of land available for mixed use and multifamily housing.

Refer to HO Table 17: Summary of Housing Opportunity Sites.

1 HO Program 8.1: Areas Available for Housing. Provide sites for a range of
2 housing types for all income groups by implementing the Land Use Designations
3 Map and Land Use Designations in LU Table 3. (See also LU Objective 1 and
4 subsequent policies and programs.)
5

6 HO Program 8.2: Mixed Use Developments. Amend the Zoning Ordinance to
7 establish a Mixed Use Zoning District to encourage multi-family housing
8 integrated with commercial, retail and office uses consistent with the Mixed Use
9 General Plan land use designation. Among the items to be considered are
10 Zoning Ordinance standards with regard to: adjustment of parking standards
11 where several land uses share a common parking facility; flexible parking,
12 setback, height, and lot coverage standards; permitting a maximum residential
13 density compatible with developed densities of the contiguous neighborhood.
14 Establish design guidelines for compatibility with the surrounding developed
15 areas.
16

17 Responsibility: Community Development Department
18

19 HO Program 8.3: Land for Multiple-Family Housing. Amend the Zoning
20 Ordinance and Map to conform with the General Plan land use designations of
21 Mixed Use, Downtown and Neighborhood Commercial, as indicated in the Land
22 Use Diagram and HO Table 17;
23

24 Responsibility: Community Development Department
25

26 HO Policy 9 Housing Supply. Encourage the expansion of the housing supply, including infill
27 housing in existing neighborhoods.
28

29 HO Program 9.1: City Regulations. Remove undue or streamline regulatory
30 constraints to housing development. Examine the Zoning, Subdivision, and
31 Development Standards Ordinances to identify any regulations which unduly
32 constrain the construction of housing. Continue to improve and streamline City
33 procedures.
34

35 Responsibility: Community Development Department
36

37 Analysis of the Development Standards Ordinance indicates that it may contain
38 requirements that prevent the construction of smaller units on a variety of lot
39 sizes and shapes.
40

41 There are a number of lots in the City's residential areas that have not been
42 developed. This may be due in part to constraints imposed by City regulations.
43 Eliminating or streamlining such constraints, while ensuring that infill housing
44 meets comprehensive urban design standards, is necessary to ensure that infill
45 housing is well-designed and enhances the existing neighborhood. Refer to the
46 Community Identity Chapter.
47

HO Program 9.2: Development Fees. Review the City's fee structure to ensure equity and conformance to state law.

Responsibility: Community Development Department

HO Policy 10 Housing Opportunity. Encourage the development of housing to meet a broad range of housing needs.

HO Program 10.1: CoHousing, Cooperatives, and Similar Collaborative Housing Development. Encourage housing developments that are based on CoHousing and similar approaches that feature housing units clustered around a common area and shared kitchen, dining, laundry and day care facilities.

Responsibility: Community Development Department

HO Program 10.2: Manufactured Housing. Continue to allow placement of manufactured housing units on permanent foundations in accordance with State Requirements.

Responsibility: Community Development Department

HO Program 10.3: Novato Housing Authority. Consider establishing a City Housing Authority.

Responsibility: Community Development Department

HO Program 10.4: Affordable Housing Providers. Consider establishing agreements with suitable organizations to administer affordable housing programs in the city.

Responsibility: Community Development Department

The Marin County Housing Authority (MHA) assists in the administration of affordable housing programs under contract with several Marin County cities. MHA works closely with several cities in the implementation of housing programs, and it qualifies buyers and renters of affordable units. Ecumenical Association for Housing, Northbay Ecumenical Homes and other nonprofit groups also do these things.

HO Program 10.5: Accessory Dwelling Unit Construction. Continue to allow the Accessory Dwelling Unit Ordinance to increase the number of these units constructed where feasible. Review and amend the ordinance to incorporate provisions relating to occupancy, parking requirements, etc. Prepare and distribute a brochure for the public on accessory units which describes requirements and discusses other issues of concern such as outdoor lighting and noise.

Responsibility: Community Development Department

HO Program 10.6: Live/Work Ordinance. Prepare and adopt a Live/Work Ordinance that identifies locations in Novato suitable for live/work units. Include performance standards relating to noise, odor and type of uses permitted, and standards for parking, fencing and related performance standards.

Responsibility: Community Development Department

Live/work units provide affordable housing, generate additional economic activity in the community, and improve the jobs/housing balance. Downtown and Hamilton Field would be possible locations for this type of use.

HO Program 10.7: Limited Equity Cooperatives. Seek sponsors to utilize State funds to develop a limited equity cooperative (LEC). Specific City actions to achieve this objective include: assessing the viability and process of establishing an LEC; making such information available at the Community Development Department; seeking cooperation and support for this program with the Marin Housing Authority and non-profit housing organizations in the area such as the Ecumenical Association for Housing; and locating potential sites for a LEC.

Responsibility: Community Development Department

HO Program 10.8: Housing Demand Guidelines. Prepare guidelines to explain City concerns and possible response to issues arising from employment-driven housing demand.

Responsibility: Community Development Department

HO Objective 3 Increase housing opportunities for the disabled, households with very-low to moderate incomes and for persons with special housing needs.

HO Policy 11 Housing for Very Low to Moderate-Income Households. Increase and protect the supply of housing for very-low-, low-, and moderate-income households, as part of the expansion of market-rate housing.

HO Program 11.1: Affordable Housing Ordinance. Prepare and adopt an Affordable Housing Ordinance requiring developers to participate in meeting the City's need for below-market rate (BMR) housing. The objective of the ordinance will be production of between 5 and 15 percent BMR units in each new residential development project. The number of BMR units to be produced will be negotiated based on the following factors: (1) level of affordability (e.g., 5 percent of units might be required if they are available to very-low income households, or 15 percent if affordable to moderate income households), (2) size of project, (3) type and cost of market-rate units in the project, (3) value of incentives provided to the developer. Incentives can include but are not limited to: density bonuses meeting or exceeding the requirements of State law and density transfers among properties in single ownership. A option of

1 contributing fees in lieu of producing affordable units will be offered to
2 developers.
3

4 An ordinance implementing this policy, titled an Affordable Housing Ordinance,
5 would set out income guidelines, household unit size guidelines, and purchase
6 price and/or rent levels as appropriate, as well as equitable means for
7 developers to provide rental and ownership units. The units designated as
8 affordable to very-low- to moderate-income households would be deed-restricted
9 or controlled to ensure continued affordability of these units for a minimum
10 period of thirty (30) years. The Ordinance would specify the proportion of
11 affordable units required for each of the HUD income categories, and include
12 criteria for design and dispersion.
13

14 Responsibility: Community Development Department
15

16 Program 11.2: Performance Criteria for Affordable Housing. Establish
17 performance criteria for affordable units to address issues such as: the exterior
18 appearance of affordable units, dispersal of affordable units, size, and
19 amenities.
20

21 Responsibility: Community Development Department
22

23 HO Program 11.3: Housing Funds. The City will establish a five-year housing
24 program and through the Housing and Services Commission consider the uses
25 and sources for the housing funds listed below:
26

27 Uses for Housing Funds include but are not limited to the following:
28

- 29 • Land acquisition for affordable housing;
- 30 • Capital improvements for affordable housing;
- 31 • Rehabilitation loans;
- 32 • Contribution to funds established for emergency and transitional housing;
- 33 • Replacement of waived or reduced City fees for affordable projects;
- 34 • Retaining the services of a part-time grant writer/housing coordinator;
- 35 • Buy-downs on mortgages for purchasers of affordable units;
- 36 • Subsidizing programs that provide housing units to compensate for affordable
37 units lost through expiration of Section 8 agreements;
- 38 • Subsidizing mortgage financing for affordable units;
- 39 • Participation in the Marin County Housing Authority-sponsored programs;
- 40 • Public/private and non-profit partnerships;
- 41
- 42
- 43
- 44
- 45
- 46
- 47
- 48
- 49
- 50

- Other related implementation actions identified in this chapter.

Funding Sources:

- Redevelopment Housing Set-Aside funds;
- Federally-sponsored Community Development Block Grant (CDBG) Funds;
- State housing program funds;
- Funds from affordable housing in-lieu fees paid to the City; and
- Other grants and miscellaneous sources.

Responsibility: Community Development Department

There is \$297,000 in the Redevelopment Agency's Low to Moderate Housing Fund as of January 1995. The fund increases by an average of \$250,000 per year. This fund can be used in a variety of ways to leverage additional financing for affordable housing development. It is projected that a total of \$1.7 million will accumulate in this fund by the year 1999. The Low to Moderate Income Fund is separate from the Housing Funds, although both funds can be used in accordance with state and federal laws for affordable housing.

HO Program 11.4: Seeking Funding. Seek funding to develop affordable housing and encourage additional affordable housing units.

Responsibility: Community Development Department

HO Program 11.5: Density Bonus. Amend the Zoning Ordinance to comply with the provisions of Government Code § 65915. This state requirement allows residential projects that provide defined low and moderate income housing a density increase of 25 percent over that otherwise allowed.

Responsibility: Community Development Department

HO Program 11.6: Housing Preferences. Consider preparing an ordinance that establishes preferences for Novato residents, public employees, single-parent heads of households, and for those employed in Novato in renting or purchasing affordable housing units.

Responsibility: Community Development Department

HO Program 11.7: Construction of Smaller Single Family Dwellings. Review City codes and standards to identify any obstacles or disincentives to construction of smaller single-family dwellings.

Responsibility: Community Development Department

HO Program 11.8: Redevelopment Agency. Continue use of Redevelopment Agency powers to encourage the development of affordable housing by providing technical and financial assistance to reduce the cost of housing.

Responsibility: Community Development Department

HO Program 11.9: Monitor Conversion of Subsidized Units to Market Rate Units. Coordinate with Marin Housing Authority and monitor subsidized units that are scheduled to be converted to market rate units, and develop programs preventing the loss of these affordable units.

Responsibility: Community Development Department

Section 8 Rental Assistance Program is a federal rent subsidy program that is one of the main sources of federal housing assistance for lower income households. The program operates by providing "housing assistance payments" to owners, developers, and public housing agencies to make up the difference between the "Fair Market Rent" of a unit which is established by HUD and the household's contribution towards the rent, which is calculated at 30 percent of the household's adjusted gross monthly income. Section 8 includes programs for new construction, existing housing, and housing renovation.

Local funds may be used to supplement federally-provided programs and projects.

State housing law defines "At Risk" units those dwelling units which may lose their subsidy status. During the 1960s the federal government provided low-interest loans and rent subsidies through various programs administered by HUD and the Farmers Home Administration. In return, private developers/owners agreed to build or operate rental housing at below market rents. Under many of these programs the owners were given the option to terminate their participation prior to loan maturity or rental contract expiration dates. As owners exercise their options, these below-market-rate units may be sold or converted to market rate units, thereby reducing the number of affordable housing units.

There are no "At Risk" units in Novato which meet this definition. The City, however, conducted a study in 1993 (A Report on Housing Needs and Solutions, Connerly & Assoc.) to identify the number and characteristics of "At-Risk" households, as opposed to units. This study estimated that 1,650 households "...may be in danger of facing economic displacement or, in the most extreme cases, becoming homeless."

HO Program 11.10: Conversion of Publicly Subsidized Housing. Prepare an ordinance requiring a one-year notice to residents, the City and the Marin Housing Authority of all proposed conversions of affordable housing units to market rents.

Responsibility: Community Development Department

1 HO Program 11.11: Work closely with agencies supplying vital public services
2 to help them realize affordable housing located in the City for emergency after
3 hours and standby personnel.
4

5 Public agencies which provide emergency service would like to build housing on
6 property they own for their emergency and standby personnel. Developing this
7 type of housing would mean that key personnel would not have to travel from out
8 of Novato to respond to emergency calls thereby improving emergency
9 response. Steps the City could take include fast-tracking processing of housing
10 proposals, coordinating funding, and consideration of density bonuses and other
11 incentives to increase housing affordability.
12

13 Responsibility: Community Development Department and Redevelopment
14 Agency
15

16 HO Policy 12 Senior Housing. Facilitate senior housing with density bonuses and flexible
17 parking, setback, lot coverage and other standards.
18

19 HO Program 12.1: Additional Housing for Seniors. Amend the Zoning
20 Ordinance to permit senior housing developments providing for various levels
21 of care in the continuum of care concept (independent, assisted care, life care,
22 nursing home care) for persons aged 55 and over in specific residential and
23 commercial zoning districts with reduced parking, setback and other
24 requirements.
25

26 Responsibility: Community Development Department
27

28 HO Policy 13 Housing for the Disabled. Continue to facilitate housing for disabled persons, as
29 defined by federal law.
30

31 HO Program 13.1: Accessible Units for the Physically Disabled. Amend the
32 Zoning Ordinance to ensure that new multi-family residential developments
33 comprising 5 or more units are accessible or adaptable for disabled persons
34 consistent with federal and state laws.
35

36 Responsibility: Community Development Department
37

38 HO Policy 14 Special Housing Needs. Investigate incentives in the Zoning Ordinance for the
39 construction of additional housing for households with special needs, such as large families and
40 single parents.
41

42 *Large families are defined as having five or more persons.*
43

44 HO Program 14.1: Incentives for Large Families. Include incentives for the
45 construction of affordable for sale and/or rental housing units with three or more
46 bedrooms for large families with very-low- to moderate-incomes.
47

48 Responsibility: Community Development Department
49

HO Program 14.2: Single Parent Priority. Provide priority for single parents in projects where the City or its assignees controls occupancy.

Responsibility: Community Development Department

HO Policy 15 Group Homes. Continue to comply with state and federal law by allowing group homes with special living requirements consistent with the City's land use regulations. The City will discourage an overconcentration of group homes in any one neighborhood.

A residential facility that serves six or fewer persons shall be considered a residential use of property, and the residents and operators of the facility shall be considered a family. No conditional use permit or other zoning clearance shall be required that is not required of a family dwelling of the same type in the same zone. (Health and Safety Code §1566.3 and 1567.1).

HO Program 15.1: Sites for Group Homes. Work with interested groups and organizations, to find appropriate sites for group homes.

Responsibility: Community Development Department

The establishment of group homes is a potentially controversial issue. Carrying out pre-submittal meetings with prospective applicants, and working with neighborhood groups and concerned citizens to ensure that adequate measures are instituted to assure that proposed group homes will be compatible with the surrounding neighborhood is essential.

HO Program 15.2: Considerations in Permitting Group Homes. When use permits may be required for group homes, consider provisions addressing the following aspects of location and operations: proximity to other special housing, level of staffing and supervision relative to the needs of the residents, parking demand, noise generation and other concerns.

Responsibility: Community Development Department

HO Policy 16 Homelessness Prevention and Assistance. Continue to participate in homelessness prevention and assistance programs.

HO Program 16.1: Homelessness Prevention in Novato. Monitor the potential conversion of at-risk units and consider, as appropriate: refinancing projects financed with locally-issued mortgage revenue bond proceeds; financing buyouts by non-profits and other public entities through equity or gap financing; advancing purchase-option funds; carrying of second mortgages; interest writedowns; and/or issuing of tax exempt bonds for financing acquisitions.

Responsibility: Community Development Department

HO Program 16.2: Rental Deposit Guarantee and Revolving Loan Fund Programs. Consider continued participation in Marin Housing Authority's Rental Deposit Guarantee Program to assist Novato residents by preventing and reducing homelessness.

Responsibility: Central Administration and Community Development Department

HO Policy 17 Homeless and Transitional Housing at Hamilton Field. Allow homeless and transitional housing at Hamilton Field.

HO Program 17.1: Site Designation for Homeless (Hamilton Service Center) and Transitional Housing. Implement the Hamilton Reuse Plan providing for homeless (Hamilton Service Center) and transitional housing facilities at Hamilton Field.

Responsibility: Community Development Department

HO Objective 4 Promote fair and equal housing opportunities for all persons (regardless of race, age, religion, gender, sexual orientation, marital status, ancestry, national origin or color).

HO Policy 18 Equal Housing Opportunity. Continue to facilitate non-discrimination in housing in Novato.

HO Program 18.1: Equal Housing Opportunity. Facilitate fair and equal housing opportunity by designating the Community Development Director as the City's Equal Opportunity Coordinator with responsibility to investigate and deal appropriately with complaints. Information regarding equal housing opportunity laws shall be made available to the public. A pamphlet on equal housing opportunity shall be prepared and distributed to the public at City Hall.

Responsibility: Community Development Department

HO Program 18.2: Non-discrimination Clauses. Continue to provide non-discrimination clauses in rental agreements and deed restrictions for housing constructed with either City participation or with Development Disposition Agreements and Owner Participant Agreements when Redevelopment Agency participation occurs.

Responsibility: Community Development Department and Redevelopment Agency

Implementing the Housing Element

The City of Novato is committed to implementation of Housing Element policies in a timely manner through active leadership by City officials. In particular, the Redevelopment Agency will use its powers to carry out housing programs. The City will encourage and support public participation in the formulation and implementation of housing and development policies, and will review annually progress toward accomplishing housing objectives.

Successful implementation of Novato's housing programs will occur best through cooperation with other agencies such as the Marin Housing Authority wherever feasible. The City recently created a Housing and Services Commission which will review housing policies and programs and make recommendations on all affordable housing matters. The City will consider creating a Novato Housing Authority. The City's Community Development Department and the Redevelopment Agency, in cooperation with Marin Housing Authority and non-profit housing organizations can implement the policies and programs contained in this Chapter.

The Community Development Department will prepare an Annual Report to the City Council and Planning Commission which describes the amount and type of housing activity tied to an updated summary of the City's housing objectives.

HO Table 1: Quantified Objectives by Income Category

Implementation Program	Very Low Income	Low Income	Moderate Income	Above Moderate Income	Total
1.1 Housing Rehabilitation Program	10	10	30	0	50
8.2 Mixed Use Developments	26	30	77	555	688
8.3 Land for Multifamily Housing	10	15	60	0	85
10.5 Accessory Unit Construction	0	0	40	10	50
10.6 Live/Work Units	0	0	5	35	40
11.1 Affordable Housing Ordinance	126	211	509	0	846
11.5 Density Bonus	10	20	0	0	30
11.7 Construction of Smaller Single Family Dwellings	0	0	5	15	20
11.8 Redevelopment Agency	25	35	40	0	100
12.1 Additional Housing for Seniors	50	50	50	100	250
13.1 Accessible Units for the Disabled	10	15	30	0	55
14.1 Incentives for Large Families	5	15	5	0	25
16.1 Homelessness Prevention	60	65	0	0	125
17.1 Emergency and Transitional Housing	30	0	0	0	30
Total By Income	362	466	851	715	2,394

The quantified objectives outlined in the table above represent a reasonable expectation for the new housing that could be developed, households that will be assisted in finding affordable dwellings, and housing that will be conserved during the five-year time frame of the Housing Chapter, with one important qualification – national, state, and regional market conditions will largely determine the pace of development. Unless there is a substantial improvement in the residential construction economy, all of these objectives cannot be met in the five-year period. HO Programs 8.2, 8.3, and 11.1 are especially dependent on market conditions. Refer to HO Table 7 in the Housing Background Section. The quantified objectives are based on the implementation programs outlined in the previous section, and the development potential of vacant and underdeveloped sites analyzed in HO Table 17.

The quantitative objectives are intended to evaluate the potential effectiveness of the Housing Chapter. These figures overlap where implementation programs can be applied jointly. Consequently, the table above is indicative of the potential effectiveness of the implementation programs contained in this Chapter. It does not describe the Novato's residential buildout nor the expected annual residential growth rate.

HO Table 2: Financing and Scheduling for Housing Programs

Program	Financing	Scheduling
1.1 Housing Rehabilitation Program	City, State and Federal Funds	Amend Zoning Ordinance, December 1996
1.2 Capital Improvement Program	City Funds	Ongoing
2.1 Regulate Displacement	City Funding	Amend Zoning Ordinance, December 1996
2.2 Residential Zoning	City Funding	Amend Zoning Ordinance, December 1996
3.1 Shared Housing Programs	City and Human Needs Center	Ongoing
4.1 Condominium Conversions	City Fund	Amend Zoning Ordinance, December 1996
5.1 Mobile Home Rent Stabilization	City Funds	Amend Zoning Ordinance, December 1996
6.1 Mobile Home Conversion Ordinance	City Funds	Amend Zoning Ordinance, December 1996
7.1 Implement the Hamilton Reuse Plan	City and County Funds	Ongoing
8.2 Mixed Use Developments	City Funds	Amend Zoning Ordinance, December 1996
8.3 Land for Multiple-Family Housing	City Funds	Amend Zoning Ordinance, December 1996
9.1 City Regulations	City Funds	Amend Development Standards Ordinance, December 1996
9.2 Development Fees	City Funds	Amend Zoning Ordinance, December 1996

HO Table 2: Financing and Scheduling for Housing Programs

Program	Financing	Scheduling
10.1 CoHousing, Cooperatives, and Similar Collaborative Housing Developments	Private	Ongoing
10.2 Manufactured Housing	Private	Ongoing
10.3 Cooperate with the Marin Housing Authority	City Funds	Ongoing
10.5 Accessory Dwelling Unit Construction	City Funds	Ongoing
10.6 Live/Work Ordinance	City Fund	Amend Zoning Ordinance, December 1996
10.7 Limited Equity Cooperatives	City Funds	Seek sponsors by June 1996
10.8 Housing Demand Guidelines	City Funds	October 1996
11.1 Establish an Affordable Housing Ordinance	City Funds	Amend Zoning Ordinance, December 1996
11.2 Performance Criteria for Affordable Housing	City Funds	Amend Zoning Ordinance, August 1996
11.3 Housing Funds	City, State, Federal and Private Funds	Amend Zoning Ordinance, December 1996
11.4 Seek Available Funding	City Funds	Apply for BEGIN program by January 1997
11.5 Density Bonus	City Funds	Amend Zoning Ordinance, September 1996
11.6 Housing Preferences	City Funds	Amend Zoning Ordinance, December 1996
11.7 Construction of Smaller Single Family Dwellings	City Funds	Amend Zoning Ordinance, December 1996
11.8 Redevelopment Agency	Redevelopment Agency Funds	Ongoing
11.9 Monitor Conversion of Affordable Units to Market Rate Units	City Funds	Ongoing
11.10 Conversion of Publicly Subsidized Housing	City Funds	Amend Zoning Ordinance, December 1996
11.11 Housing for Emergency Personnel	City Funds	Ongoing
12.1 Additional Housing for Seniors	City Funds	Amend Zoning Ordinance, December 1996
13.1 Accessible Units for the Physically Disabled	City Funds	Amend Zoning Ordinance, December 1996
14.1 Incentives for Large Families	City Funds	Amend Zoning Ordinance, December 1996
15.1 Group Homes	City Funds	Ongoing

HO Table 2: Financing and Scheduling for Housing Programs

Program	Financing	Scheduling
16.1 Homelessness Prevention	City and Other Funds	June 1996
16.2 Rental Deposit Guarantee and Revolving Loan Fund Programs	City and Other Funds	June 1996
17.1 Site Designation for Emergency and Transitional Housing	City Funds	Amend Zoning Ordinance, December 1996
18.1 Equal Housing Opportunity	City Funds	Ongoing
18.2 Non-discrimination Clauses	City Funds	Ongoing

3. HOUSING BACKGROUND

This section summarizes demographic characteristics; employment trends; inventory of vacant residential land and the constraints to the construction of housing in Novato. The policies and implementation programs in Section 1 address housing needs identified below.

Information in the Housing Background Section is based on the following sources: the U.S. Census; the ABAG *Projections '94* report; California Department of Finance; Marin County; and the City's Community Development Department.

Public Participation

The Housing Element is being revised as part of a comprehensive revision of the General Plan. Consequently there has been an extensive public participation program carried out during the previous three years which has included:

- A survey mailed to 18,500 residences and 3,000 businesses obtaining the community's views on General Plan issues including housing, transportation and land use.
- A General Plan Hotline was established where people could leave their comments 24-hours a day.
- There have been over 80 public meetings on the General Plan revision conducted by the General Plan Steering Committee, Planning Commission, or City Council.
- Two televised public workshops were conducted by the City as well as two neighborhood meetings, and several meetings with property owners.
- A report documenting several hundred comments received at public meetings and in writing was produced.
- The Draft Public Hearing General Plan was sent to the following organizations in Marin County involved with housing: Ecumenical Association for Housing, North Bay Ecumenical Homes, Margaret Todd Senior Center, Novato Human

Needs Center, Novato Chamber of Commerce, Marin Employers Council, Homeless Task Force, and the Hamilton Advisory Committee.

- The City has appointed a Housing and Services Commission to advise the Council regarding housing and human services programs.

An intensive public participation program was incorporated into the Hamilton Reuse Planning Process. The purpose of the Reuse Planning Process was to plan for the future use of the former military base. The Hamilton Reuse Planning Authority was created to provide a collaborative planning effort between the City of Novato and the County of Marin. A 26-member Hamilton Advisory Commission was appointed to provide stakeholder input into planning the reuse of the base. The Commission included members representing Novato's existing neighborhoods, affordable housing, and homeless issues. The resulting reuse plan provides significant homeless and affordable housing opportunities. To implement the Reuse Plan, the City is working closely with the housing and service providers in Marin County through the Marin Continuum of Housing and Services (The Continuum). There are two subcommittees, the Continuum – The Hamilton Homes Task Force (HHTF) and the Housing Council. The Hamilton Homes Task Force is primarily concerned with homeless issues in Marin County and the Housing Council is primarily concerned with affordable housing issues. The continuum members are identified below to illustrate the significant public outreach efforts and the scope of the housing and service providers involved in this process:

- Buckelew Programs
- Catholic Charities
- Center Point
- Community Action Marin
- Ecumenical Association for Housing
- Human Concern Center
- Innovative Housing
- Marin Abused Women's Services
- Marin Center for Independent Living
- Marin Concerned Citizens
- Marin Housing Authority
- Marin Housing Center
- Marin Services for Women
- Northbay Ecumenical Housing
- Novato Human Needs Center
- Partners in Rehabilitation
- St. Vincent de Paul Society
- Sunny Hills Children's Services

Summary of Housing Background Section

The Housing Background summarizes the following: demographic characteristics; employment trends; inventory of vacant residential land; and the constraints that exist to the construction of housing in Novato.

Listed below are several principal findings of this section:

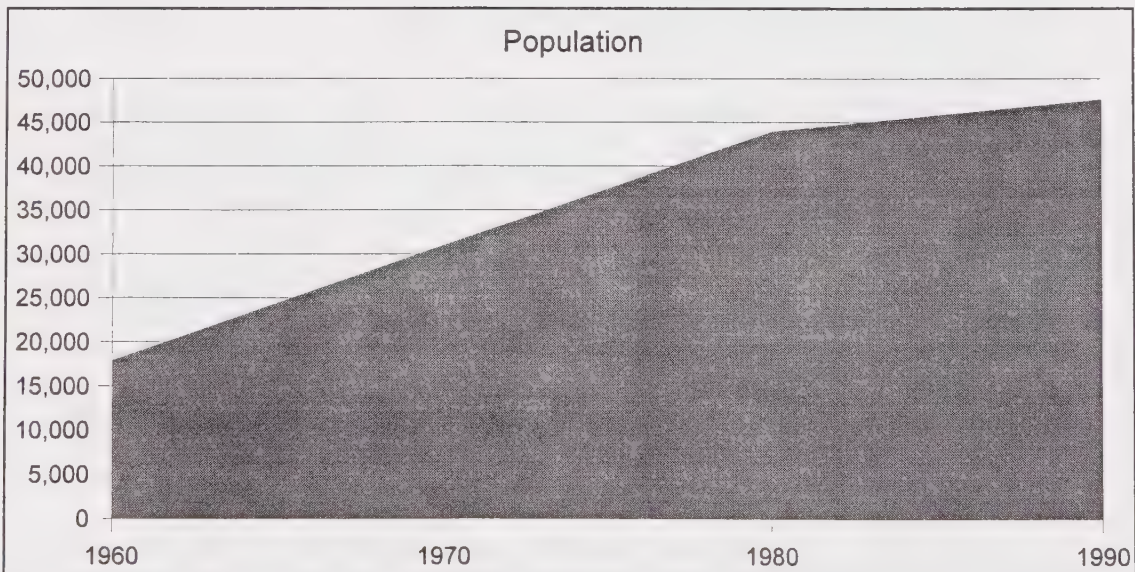
- The ten-year growth rates for Novato are: 1960s, 23 percent; 1970s, 42 percent; and 1980s, 8.4 percent.
- Population growth is projected by The Association of Bay Area Governments (ABAG) to increase by 5.2 percent from 1995 to the year 2000; 4.2 percent from the year 2000 to 2005; and 6.4 percent between the year 2005 and 2010. The population projection is 65,300 persons for the year 2010.
- A smaller proportion of Novato's population comprises minorities (15.2 percent) than the average for the State (33 percent). The largest minority groups include persons of Asian and Hispanic origin.
- There has been an increase in the proportion of Novato households earning \$60,000 per year and over, from 33.9 percent in 1990 to 42.8 percent in 1994, as more upper income residents move into the City.
- Over one third of Novato households are in the low or very-low Income category, earning equal or less than 50 percent of the median household income for Marin County. This portion of the community may experience difficulty in affording adequate housing.
- There will be a significant increase in the number of senior citizens living in Novato and the surrounding urban areas. Consequently there will be a continuing need to provide more senior housing.
- Special housing needs include the disabled, large families, single-parent households, and persons in need of emergency shelter. There is not sufficient housing in Novato to meet the special needs of these groups.
- The total number of new jobs in Novato is projected by ABAG to increase as additional office and commercial developments develop along the Highway 101 corridor.
- ABAG housing needs determinations for Novato are for 4,318 additional units by 1997, consisting of 2,029 units affordable to above-moderate income households, 864 units affordable to moderate income households, 648 units affordable to low income households and 777 units affordable to very-low income households. ABAG housing determinations are based on assumptions regarding the future growth of Novato and the region, and may not accurately reflect the local conditions, nor the residential development that will likely occur during the next five years.

- Novato is a predominantly single family residential community. Over 72 percent of the City's housing is single family dwellings. During the 1980s, 1,399 multifamily dwellings were constructed in the City. In the 1990s, there were less than 100 dwellings constructed, and virtually no rental units.
- Many of the City's remaining developable residential land is located on relatively large tracts of land which are constrained, by hillsides, wetlands and other environmental factors. These sites require careful site planning to preserve environmentally sensitive lands while permitting housing development. The other type of developable residential land is found in mixed use sites Downtown and in the City's older neighborhood shopping centers.

Summary of Demographic Trends

The City of Novato was incorporated in 1960. The City's greatest population increase occurred in the decade between 1960 and 1970. HO Table 3 indicates that the City's population increased by 73.1 percent between 1960 and 1970, as compared with a 42 percent increase between 1970 and 1980, and 8.4 percent between 1980 and 1990.

HO Figure 1: Population Growth 1960 to 1990 (City Limits)



HO Table 3: Population Growth 1960-1990 (City Limits)

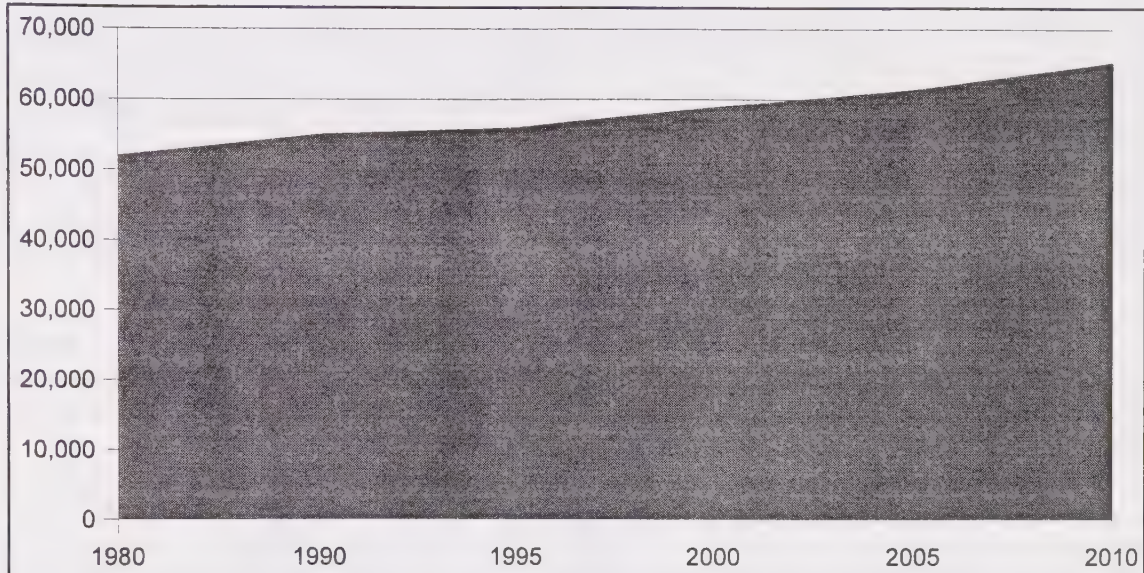
Year	1960	1970	1980	1990
Population	17,881	31,006	43,916	47,585

Source: Novato Housing Element (1987) and 1990 U.S. Census Includes the City Limits Only

Population Projections

HO Table 4 shows population projections for the Novato area, prepared by ABAG. The projections indicate a 5.6 percent increase in the City's population during the period 1990-1995; a 4.2 percent between 1995-2000, and a 6.4 percent between 2000 and 2010.

HO Figure 2: Population Projections (Novato Area)



HO Table 4: Population Projections 1990 to 2005 (Novato Area)

	1990	1995	2000	2005	2010
Total Population	55,015	56,000	58,900	61,400	65,300
Household Population	52,662	55,500	58,300	60,700	64,600
Number of Households	20,216	21,040	22,330	23,630	25,330

Source: *Projections 94*, ABAG and Novato Community Development Department. Projections Apply to the City and Its Sphere of Influence

Significant population growth is expected to continue for the Bay Area but less so for Marin County. Over the forecast period 1990-2010, ABAG projections indicate that the population of the nine-county Bay Area may increase by almost 1.5 million people. Marin County's population is projected to increase by 17 percent over this period to 270,300 persons, making it one of the slower growing counties in the Bay Area.

Although Novato's population is not expected to increase significantly in size, demand for housing within the City will continue to be strong as the growth in the region's population continues.

Household Characteristics

Novato has a larger average household size than Marin County. This trend is expected to continue. As indicated in HO Table 5 below average household size in Marin County is projected to drop from 2.38 persons per household in 1995 to 2.33 persons per household in 2005. For Novato these figures are 2.64 persons per household in 1995 and 2.57 persons per household in 2005.

HO Table 5: Persons per Household						
	1980	1990	1995	2000	2005	2010
Marin	2.43	2.33	2.38	2.35	2.33	2.31
Novato	2.79	2.60	2.64	2.61	2.57	2.55

Source: Projections 94, ABAG. Projections Apply to the City and Its Sphere of Influence

Statewide, the downward trend in household size has started to stabilize and, in some areas, to reverse itself. The Statewide average household size has increased from 2.68 persons in 1980 to 2.79 persons in 1990. In Novato and Marin County, however, household size has declined during this period. This trend is expected to continue.

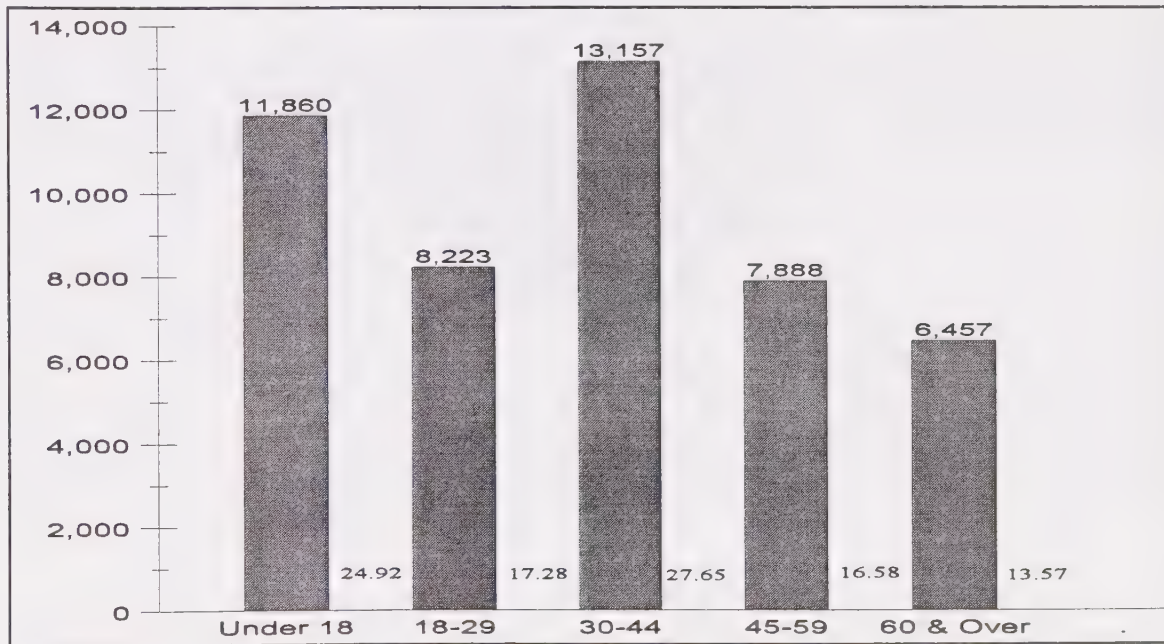
While the average household size has decreased, the total number of households has increased and is projected to continue to increase. ABAG projects a 20.4 percent increase in the number of Novato households between 1995 and 2010, with a population figure that will remain relatively stable (see HO Table 4). This trend increases the demand for smaller housing units.

Age Structure

Significant changes are occurring in the age structure of Novato's population reflecting state and national trends. The City's proportion of elderly residents (over 55 years old) has increased, from 12.8 percent of the population in 1980 to 17.9 percent of the population in 1990. This increase in Novato's senior population is accompanied by a commensurate decrease in the proportion of children. Children under 18 years old constituted 30.7 percent of the population in 1980 and 24.9 percent of the population in 1990. The decrease in those under 18 years is partially attributable to lower birth rates and aging of the population. Nonetheless, there is a higher proportion of children (persons under 16 years of age) in Novato than in Marin County as a whole.

HO Figure 3 shows the age structure of Novato's population reported by the 1990 U.S. Census. The relatively small percentage of residents between the ages of 18 and 29 years can be attributed in part to the scarcity of affordable housing in Novato, as compared with other communities in California.

HO Figure 3: Age Structure



SOURCE: 1990 U.S. CENSUS

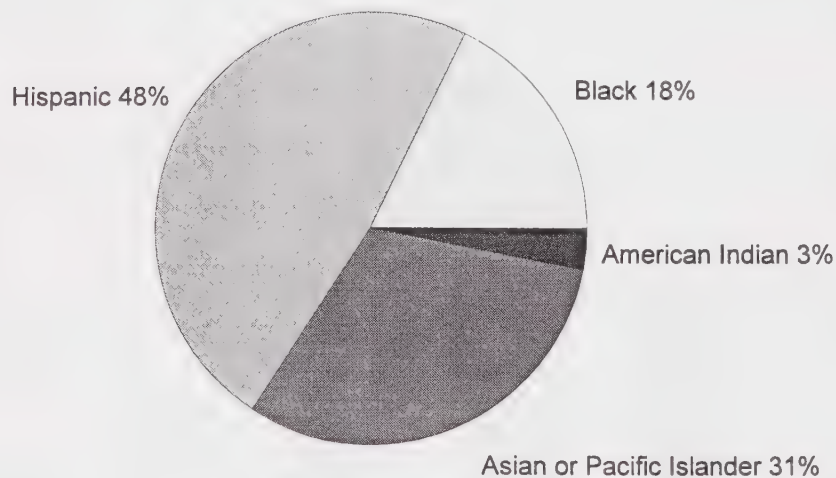
The State Department of Finance (DOF) projections for Marin County indicate that the elderly population is expected to grow by 50 percent between 1985 and the year 2000, while the proportion of the population under the age of 18 years will continue to fall. Novato will likely follow the State Department of Finance projections for Marin County. These trends will have a significant impact on the provision of health and social services, as well as on the demand for specialized housing for the growing senior population.

Minority Population

The minority population in Novato represents approximately 15.2 percent of the population, less than half the average for the State as a whole. The largest minority are persons of Hispanic origin (7.3 percent) followed by Asian or Pacific Islanders (4.7 percent), African American (2.7 percent) and American Indian (0.4 percent).

It is likely that the minority population of Novato will continue to have an increasing number of persons of Hispanic and Asian origin, as immigration from Central and South America and Asia to the San Francisco Bay region continues.

HO Figure 4: Minority Population



Employment Projections

The total number of new jobs in Novato is projected by ABAG to increase by 9,930 or 57.2 percent between 1995 and the year 2005, and by 14,260 or 82 percent by the year 2010¹.

A much smaller growth in employment is projected by ABAG for Marin County as a whole, which is anticipated to have only a 21 percent increase in employment during from 1995 to 2005 and a 28.9 percent increase from 1995 to 2010. Although there may be variations among projected growth in employment between Novato and the county, the significance of these projections is that they indicate that an important structural change in the local economy is taking place. Future job creation is becoming increasingly based on the growth of the service and retail sectors, rather than on the growth of the manufacturing and wholesale sectors.

The projected increase in employment will affect the balance between jobs and housing. At present there are more employed residents in Novato than there are jobs. This means that a significant proportion of employed residents commute to work outside the City. Increasing the number of jobs, particularly in the retail and service sectors, will result in an increased demand for affordable housing. If this type of housing is not provided in sufficient numbers, additional workers will commute to Novato, worsening already poor traffic conditions during peak hours.

HO Table 6: Employment Projections

	1990	%	1995	%	2000	%	2005	%	2010	%
Agriculture & Mining	90	0.5	100	0.3	100	0.5	90	0.3	80	0.2
Manufacturing & Wholesale	1,980	11.9	1,830	10.5	2,100	9.9	2,300	8.4	2,100	6.6
Retail	2,950	17.7	2,720	15.7	3,480	16.4	5,070	18.6	6,840	21.6
Services	8,370	50.4	9,380	54	10,980	51.8	13,750	50.4	15,520	49.1
Other	3,230	19.4	3,330	19.3	4,550	21.5	6,080	22.3	7,080	22.4
Total Jobs	16,620		17,360		21,210		27,290		31,620	

Source: Projections 1994, ABAG

¹ The 1990 US Census indicates that there were 25,165 employed persons in Novato whereas ABAG indicates 29,569 employed persons. This discrepancy suggests that ABAG employment projections for Novato may be high.

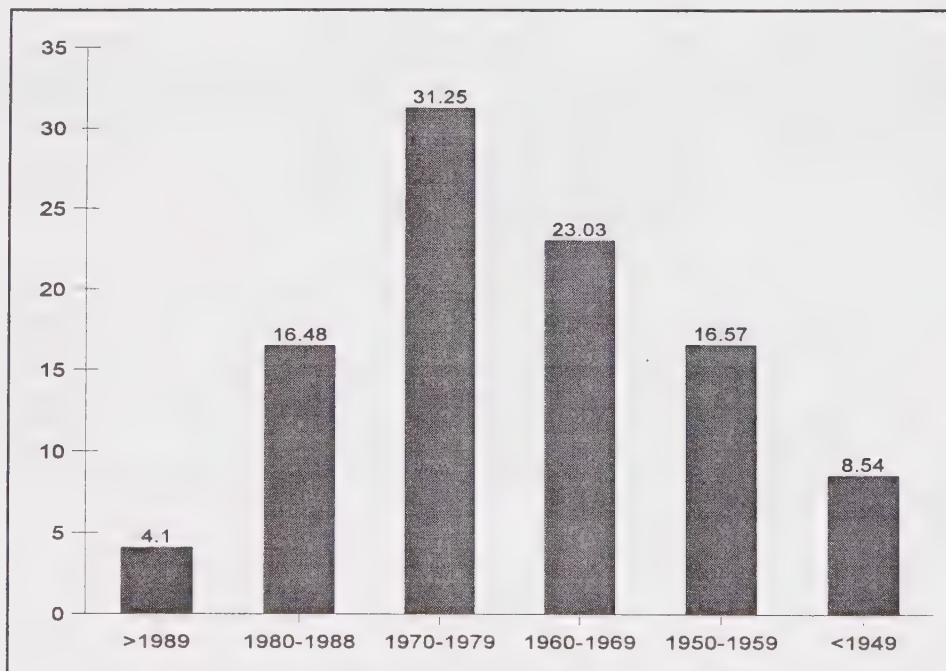
Age and Condition of Housing Stock

A significant percentage (48.5) of homes in the City were constructed prior to 1960, as shown in HO Figure 5.

The Chief Building Official estimates that 5 percent of the City's housing units are in need of some rehabilitation such as repairs to windows or roofs and repair of termite-related damage. The majority of units that require rehabilitation were built prior to 1960. It is estimated by the Building Division that approximately 75 units throughout the City will require rehabilitation within the next five years and it is estimated that of this figure approximately 10 units may need to be replaced.

Novato is a predominantly residential community. The existing housing stock defines the character of the City and its neighborhoods and is, therefore, the City's most precious resource. The relatively high number of older homes in the City underlines the need for policies and programs which continue to maintain and enhance the quality of older residential areas.

HO Figure 5: Age of Housing



Annual Construction of Housing Units by Type 1981 to 1994

Fluctuations in the type of housing built reflects not only the relative amount of land zoned for different types of residential development in Novato, but also changes in various economic factors such as tax codes and the real estate and financial markets.

HO Table 7: Annual Construction of Housing Units by Type					
Year	Single Family	Percent	Multiple Family	Percent	Total
1981	75	65	41	35	116
1982	44	100	0	0	44
1983	86	36	154	64	240
1984	104	31	229	69	333
1985	104	36	182	64	286
5-Year Average	83	41	121	59	204
1986	81	40	122	60	203
1987	94	63	56	37	150
1988	286	43	386	57	672
1989	109	32	229	68	338
1990	82	80	21	20	103
5-Year Average	130	44	163	56	293
1991	22	100	0	0	22
1992	25	100	0	0	25
1993	37	67	18	33	55
1994	49	100	0	0	49
4-Year Average	33	87	5	13	38
14-Year Average	86	46	103	54	188

Source: Community Development Department. Data based on the fiscal rather than the calendar year which starts July 1. Rounding affects averages.

There has been little rental or multifamily housing constructed in Novato since 1990. Future increases in multiple family housing will depend on the availability of vacant and underdeveloped land, the continuing involvement of the Redevelopment Agency, and extending the Mixed Use designations combined with favorable market and financial conditions.

Various Housing Characteristics

HO Tables 8 and 9 present several characteristics of the housing stock in Novato. These tables indicate that more than one third of the City's housing are rental units. Single family detached units comprise only 54 percent of the total, while 23 percent comprise multiple family dwellings. Novato also has relatively large number of mobile homes in relation to other Marin County cities.

HO Table 8: Tenure		
Owner Occupied	11,289	60.11
Renter Occupied	6,947	36.99
Vacant	546	2.90
Total	18,782	100.00

Source: 1990 Census

HO Table 9: Number of Housing Units by Type of Housing					
1 Unit Detached	1 Unit Attached	2 to 4 Units	5 or More Units	Mobile Home	Total
10,385	3,535	1,073	3,481	640	19,114
54.33%	18.49%	5.61%	18.21%	3.34%	

Source: California Department of Finance, Demographic Research Unit, 04/28/94

The California Department of Finance reports a vacancy rate of 3 percent in 1994 in Novato. It is generally accepted that a vacancy rate of at least 4 percent is needed to provide for normal turnover in housing units. Novato's vacancy rate indicates a continuing strong demand for housing in the community.

Mobile Homes

Mobile homes provide a significant number of affordable housing units in Novato. The Los Robles, Marin Valley, Dean's RV Park, and Redwood mobile home parks provide 643 units of housing. The rent survey of mobile homes conducted by the City in June 1993 indicated that the majority (88 percent) of these dwellings provide housing at a cost affordable to lower income households². Below is a summary of the housing cost of mobile homes compared to overall housing costs in Novato.

Median Monthly Housing Cost, Mobile Home Park Residents, No Mortgage	\$460.00
Median Monthly Housing Cost, Mobile Home Park Residents, with Mortgage	\$730.00
Median Monthly Housing Cost – Rent of \$742 plus Utilities	\$818.00
Median Monthly Housing Cost – Homeowners with Mortgage	\$1,340.00

² A Report on Housing Needs and Solutions, Connerly & Associates, June 1993.

The importance of this segment of the housing stock has been acknowledged by the City. Refer to Section 1 for policies and programs dealing with the preservation of mobile homes in the community.

Special Housing Needs

Disabled Persons

The number of disabled persons in a City has important planning and social implications which affect the demand for specialized access and transportation facilities, certain social services, in addition to housing. There were 1,476 disabled persons, representing 2.4 percent of the City's population in 1990.

The U.S. Census defines disabled persons as those with impaired mobility, including the blind.

In addition, 840 persons of working age, 16 to 64 years, and 636 persons over the age of 65 in Novato could not use public transportation because of a physical disability, according to the 1990 Census.

Female Headed Households

The number of households headed by women has implications in terms of the demand for child care and other social services. Please refer to the Human Services Element. The number of female-headed households was 1,101 with children under 18 years, and 672 without children under 18 years. There is an obvious need for more affordable housing for this sector of the community. The waiting list for Section 8 housing at the Housing Authority of Marin County was over 8,000 persons until it was closed two years ago. More than 60 percent of these represented female-headed households.

Farmworkers

The U.S. Census indicates that there are no farmworkers in Novato and the City is located in an urbanized area of Marin County. Consequently, there are no policies that address this housing need.

The 1990 U. S. Census reported that throughout Marin County 845 residents worked on farms. The Marin Countywide Plan concluded that there was not an unmet housing need for farmworkers³.

Large Families

Approximately 3 percent of the City's population live in large families⁴, which comprise five or more persons per family. Although demographic trends indicate that family size will continue to decrease, thereby reducing the demand for housing units with more than four bedrooms, there continues to be a strong demand for this type of housing.

³ Housing Element, Marin Countywide Plan, 1994, page H-9.

⁴ According to the 1990 U.S. Census.

Overcrowding

The Census Bureau defines overcrowding as a condition in which there is more than one person per room (exclusive of bathrooms)⁵. Thus if a five person household lived in a four-room apartment, the Census Bureau would define their living circumstances as “overcrowded.”

According to the 1990 Census, 136 owner households and 474 renter households lived in overcrowded conditions, or 3.3 percent of all households. Of these households, 237 lived in severely overcrowded conditions, more than 1.5 persons per room. Overcrowding is a problem affecting primarily families with five or more members.

The primary reason that people live in overcrowded conditions is that they cannot afford housing of adequate size in relation to the number of people in their household. The Connerly report concluded that “the incidence of overcrowding is a reasonable indicator of the inability of large (five persons or more) lower income households to find suitable housing.”

At Risk Population

The “at risk” population is defined as Novato residents who are in danger of becoming homeless. In many communities one reliable measure of the “at risk” population is the number of below market rate units which are scheduled to lose their affordability status when the HUD-sponsored or related financing contracts expire. When this occurs the rent levels in these protected units will increase from amount affordable to lower income households to market-rate rents.

The *1990 Updated Inventory of Federally Subsidized Low-Income Units at Risk of Conversion* prepared by the California Housing Partnership indicated that Novato had no below market rate units that would convert to market rate units by the year 2008. There are, however, other indicators of the “at risk” population in the community. The City carried out a study in 1993⁶ to identify this population and prepare a rental subsidy program to assist these households to keep or find housing. The study reported that there were 760 Novato residents classified by the 1990 US Census as living at or below the poverty line; 2,100 renters and 814 owners paying more than 35 percent of their income for housing; and 242 households with severely overcrowded living conditions. These categories are not mutually exclusive, since many of the same households are included in more than one category. Nonetheless, it does provide an indicator of the magnitude of the “at risk” population in Novato.

Homeless and Transitional Housing

The City has recognized the urgency of providing assistance to the homeless and has complied with Government Code § 65583. This requires an identification of the need for homeless and transitional housing, as well as potential sites for this type of housing based on the assessment of need included in the Housing Element.

⁵ The State Housing Department definition of overcrowding is more than two persons per bedroom.

⁶ *A Report on Housing Needs and Solutions*, June 11, 1993, Connerly & Associates, Sacramento, CA.

1 Accurate information on the number of homeless persons is impossible to obtain. Only a small
2 proportion of the homeless contact government and private agencies which provide assistance.
3 Estimates of the number of homeless vary greatly because this population is transient, often
4 moving from place to place every night seeking shelter.
5

6 The most recent data is provided by the *Housing Needs and Solutions* report prepared for the
7 City of Novato by Connerly & Associates in July 1993. The report states that the Census
8 Bureau reported only two homeless persons in Novato in 1990. Homeless service providers
9 generally consider the Census to be inaccurate when estimating the number of homeless in
10 Novato.
11

12 Several community sources have provided estimates of homelessness in Novato:

- 14 • The Novato Human Needs Center reported approximately 500 homeless
15 persons per year using its services.
- 17 • The Novato Ecumenical Loaves and Fishes served meals about twice per week
18 to 80 persons of all ages, many of whom are homeless, according to the
19 organization.
- 21 • The Community Action Agency estimates that about 45 percent of the
22 approximately 100 homeless persons they assist monthly under the Homeless
23 Assistance Program are from Novato.
- 25 • The County program at the former World College West campus served about
26 49 homeless persons per month in 1992.

27
28 Based on these sources of information and allowing for a certain percentage of duplication in
29 service agency clients, the Connerly report concluded that approximately 50 Novato residents
30 are homeless.
31

32 The Marin Housing Authority has two programs to prevent homelessness. The *Rental Deposit*
33 *Guarantee Program* provides assistance to lower income households in meeting their one
34 month deposit or security deposit costs. The program issues a certificate to the participating
35 landlord equal to the value of the security deposit or one month's rent. The program does not
36 make up front loans. The tenant pays the landlord the amount owed in monthly installments.
37 If the tenant defaults, the Marin Housing Authority pays the outstanding amount – then works
38 with that individual to recover the debt. The default rate typically runs to no more than
39 5 percent. This program was funded by the Marin Community Foundation (MCF), the County
40 Housing Trust Fund, and the Northern California Grantmakers. The second program is the
41 *Housing Assistline* which provides an information and referral service connecting people with
42 housing and homelessness prevention resources in Marin County. Callers are referred to
43 temporary shelter, transitional housing, emergency food, security deposit assistance, and
44 low-cost energy, furniture and clothing programs provided by more than 20 service
45 organizations.
46

47 The magnitude of this problem far exceeds the resources of local government. Novato,
48 however, has complied with Government Code § 65583(a)(6) and (c)(1) regarding the
49 identification of adequate sites to facilitate the development of emergency and transitional

housing facilities and transitional housing with programs which identify an area suitable for this use.

HO Policy 18 provides for homeless and transitional housing at Hamilton Field.

This site is an appropriate location for such a facility since:

- there are several underutilized parcels of land at this site;
- this area is accessible by public transit;
- infrastructure such as water, sewer, roads are in place; and
- the Hamilton Reuse Plan contains detailed land use and development scenarios for this former military base.

The County has taken the initiative in identifying the extent of the problem on a Countywide basis and has established an organizational framework to coordinate funding and implementation of programs for the homeless. The policies of the Housing Chapter relating to homelessness are based on facilitating and co-operating with this County effort, commensurate with the City's population and resources.

Special Housing Needs Summary

HO Table 10A summarizes the special housing needs for senior citizens, large families, handicapped persons, female-headed households, and the number of overcrowded housing units.

HO Table 10A: Special Housing Needs Summary	
Housing Need Category	Number
Senior Citizens (> 55 yrs)	8,534
Large Families ⁷ (≥ 5 persons)	1,427
Disabled Persons	1,476
Female Headed Households	1,173
Overcrowded Units ⁸	
a) Owner Occupied	136
b) Renter Occupied	474
c) Total	610

Source: 1990 Census

⁷ The 1990 Census data for the number of persons in family for the San Francisco/Oakland SMSA.

⁸ 1990 U.S. Census.

HO Table 10B: Special Housing Needs Summary by Housing Tenure			
Household Type	Owner	Renter	Total
Total	11,289	6,947	18,236
Head 65+	2,248	743	2,991
Percent 65+	20%	11%	16%
Overcrowded	136	474	610
Percent Overcrowded	1.2%	6.8%	3.3%
Large Family Households	864	652	1,516
Percent Large Family Households	7.7%	9.4%	8.3%
Percent Total Overpaying	33.5%	41.7%	36.5%
Percent Low Income Overpaying	52.5%	70.0%	63.1%
	(995)	(2,023)	(3,018)

Source: State Department of Housing and Community Development, September 29, 1995

Affordable Housing

There has been a considerable amount of affordable housing constructed in Novato during the previous ten years. Listed below are the affordable housing developments indicating the type and source of financing. Where some of these developments paid a housing in-lieu fee rather than constructing the required affordable housing units, the amount of in-lieu fee collected has been indicated.

HO Table 11: Affordable Housing Constructed in Novato from 1984 to 1994

Project	Total Units	Below Market Rate Units	Type of Unit and Financing
Carmel Heights	18	2	Moderate income duplexes
Casa Nova	40	40	Low income apartments for seniors and disabled persons
Cedar Creek	45	6	Low income condominium units
Encina Court	6	6	Low income condominium units, non-profit housing corporation
Ignacio Place	14	0	\$22,668 in lieu fee collected
Lanham Village	154	82	Low and Moderate income condominium units, non-profit housing corporation
Mackey Terrace	50	50	Low income and senior units
Marin Country Club	74	0	\$250,000 in-lieu fee collected
Marion Park	168	34	Low and Moderate income apartments
The Meadows	99	20	Low income apartments
Nova-Ro I	32	32	Low income senior apartments, non-profit housing corporation
Nova-Ro II	56	56	Low income senior apartments, non-profit housing corporation
Skylark Meadows	37	19	Low income condominiums, non-profit housing corporation
Somerset Place	34	2	Moderate income condominiums
Pacheco Ranch Estates	50	0	\$84,000 in-lieu fees collected
Pacheco Station (Quail Hollow)	182	29	Moderate income condominiums
Partridge Knolls II	222	31	Moderate income condominiums units
Total Units	1,281	409	
Total In-lieu fees			\$356,668

Distribution of Household Income

In analyzing the ability of different economic sectors of the community to pay for housing costs, four income categories are commonly used: above moderate, moderate; low; and very-low. The following brief definitions explain each of these income categories expressed in dollar amounts as defined by the Federal Department of Housing and Urban development (HUD) as of January, 1995 for a typical three person household.

Above Moderate-Income: Household income which exceeds 120 percent of the median income for Marin County. This represents an annual income of \$63,500 or more.

Moderate-Income: Household income between 80 and 120 percent of the median income for Marin County. This represents an annual income of \$42,350 to \$63,499.

Low Income: Household income between 50 and 80 percent of the median income for Marin County. This represents an annual income of \$26,450 to \$42,349.

Very-Low Income: Household income not exceeding 50 percent of the median income for Marin County. This represents an annual income of up to \$26,449.

The Marin County median annual income as of January 18, 1995, was \$58,800.

HO Table 12 presents the distribution of households by these four income categories in the City.

HO Table 12: Distribution of Households by Income Category					
	Above Moderate	Moderate	Low	Very Low	Total
# of Households	5,703	5,994	1,687	4,975	18,359
Percent in Novato	31.1	32.6	9.2	27.1	

Source: 1990 Census Summary Tape File 3A

A significant proportion of Novato households (36.3 percent) have low or very-low incomes as classified by HUD. The distribution of households by income in Novato does not vary significantly from that observed for the Bay Area, although Novato has a larger proportion of low and very-low income households than for Marin County as a whole.

Household Income

Household income in 1990 and 1994 presented in the table below indicates a consistent proportion of Novato households (35 percent in 1990 and 30 percent in 1994) continue to earn incomes less than \$35,000 per year. These are lower income households which have limited housing opportunities.

HO Table 13: Household Income				
Income Level	1990 Census		1994 Estimate	
	Households	Percent	Households	Percent
Less than \$5,000	267	1.50	246	1.30
\$5,000 – \$9,999	626	3.40	555	2.90
\$10,000 – \$14,999	986	5.40	780	4.10
\$15,000 – \$19,999	991	5.50	1,041	5.50
\$20,000 – \$24,999	1,128	6.20	1,099	5.80
\$25,000 – \$29,000	1,085	6.00	848	4.50
\$30,000 – \$34,999	1,295	7.10	1,097	5.80
\$35,000 – \$39,999	1,213	6.70	1,199	6.30
\$40,000 – \$49,999	2,382	13.10	2,185	11.50
\$50,000 – \$59,000	2,046	11.30	1,817	9.60
\$60,000 – \$74,999	2,331	12.80	2,659	14.00
\$75,000 – \$99,999	1,807	9.90	2,214	11.70
\$100,000 – \$124,999	928	5.10	1,367	7.20
\$125,000 – \$149,999	487	2.70	754	4.00
\$150,000+	616	3.40	1,127	5.90
Novato Median Household Income	\$45,956		\$52,444	
Novato Average Household Income	\$55,959		\$62,324	

Source: 1990 Census and Urban Decision Systems, Inc., Marina Del Rey, CA 90292

One of the fastest growing sectors of the population in Novato and Marin County are seniors. The State Department of Finance projects that the proportion of senior population will double by the year 2005. The table below indicates that 48 percent of senior households earned less than \$35,000 per year in 1994. Therefore, there are now approximately 1,640 lower income senior households in Novato. With the number of seniors projected to increase, it is clear that there is a strong need for additional senior housing in the community.

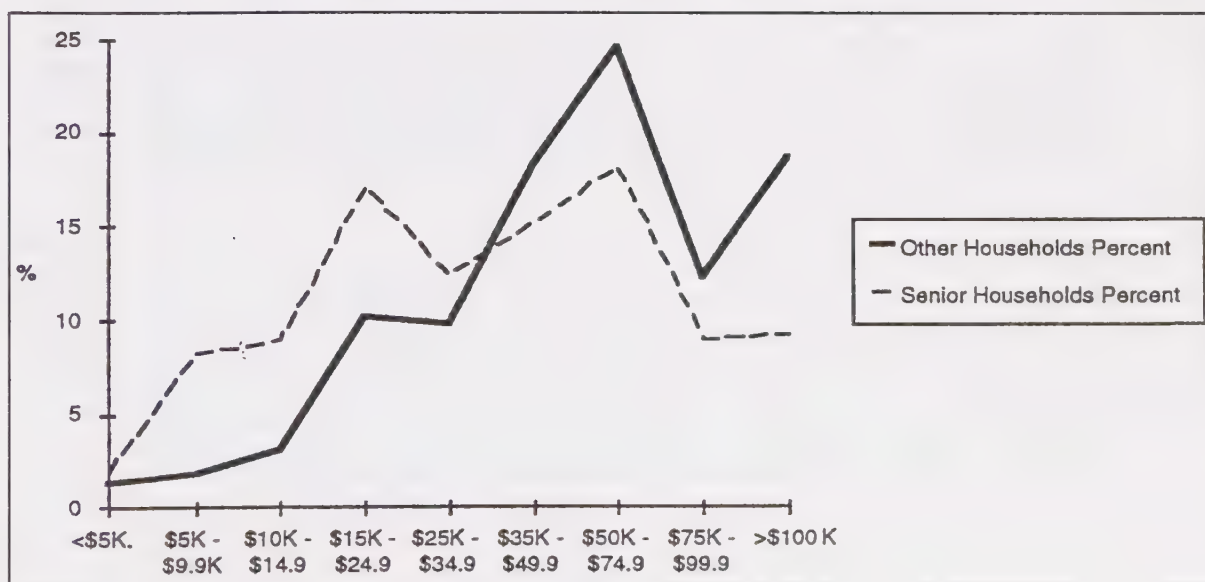
HO Table 14: Senior Household Income in 1994

Income 1994	Number of Households	Percent
Less than \$5,000	64	1.9
\$5,000 to \$9,999	278	8.2
\$10,000 to \$14,999	300	8.9
\$15,000 to \$24,999	577	17.1
\$25,000 to \$34,999	421	12.4
\$35,000 to \$49,999	513	15.2
\$50,000 to \$74,999	615	18.2
\$75,000 to \$99,999	303	9.0
\$100,000 and more	311	9.2

Source: Urban Decision Systems, 1994 Projections

The figure below illustrates that there are significantly more senior households among lower income households than non-senior households. The housing needs of lower income seniors is addressed in Section 1 dealing with policies and programs.

HO Figure 6: Senior Household Income Compared to Non-Senior Household Income in 1994



Ability to Pay Housing Costs

According to the standards set by Federal HUD and the California State Department of Housing and Community Development, housing costs should not exceed 25 to 35 percent of a household's income. If households are paying more than this amount they are considered to be overpaying for housing. To analyze the extent to which Novato households are overpaying for housing, housing costs as a percentage of household income are evaluated in HO Table 15.

HO Table 15: Novato Households Overpaying for Housing

	Pay 30%-35%	Percent of Total Housing Units	Pay 35% or more	Percent of Total Housing Units	Total	Percent of Total Housing Units
Owner Occupied	135	0.7	815	4.3	950	5.1
Renter Occupied	300	1.6	2,100	11.2	2,400	12.8
Total	435	2.3	2,915	15.5	3,350	17.8

Source: 1990 U.S. Census and *The Report on Housing Needs And Solutions*, Connerly & Associates, June 1994

Approximately 17.8 percent of Novato households are paying more than 30 percent of their income on housing. More than double the number of renters are overpaying than owners.

To afford the median rent reported by the 1990 US Census for Novato of \$742 per month, a household must have an annual gross income of at least \$29,680, assuming 30 percent of the gross income is allocated for housing. This level of rent is affordable for above moderate and moderate income households, but not for very low and most lower income households. Approximately 4,651 households or 25 percent of Novato households cannot afford median rent⁹. In addition, approximately 1,200 Novato households spend over 50 percent of their gross income on rent¹⁰. As a result, these households are forced to spend less for basic necessities. Until additional construction of rental units occurs, the combination of strong demand and low vacancies will contribute to an increasingly severe shortage of rental units and a decrease in their affordability.

The situation for home ownership is similar. A median-priced two bedroom detached home in Novato cost \$295,000 in 1994¹¹. In order to qualify for a mortgage to purchase this home a household would require a gross annual income of \$85,852.00. This assumes a 15 percent down payment, a 8 percent 30-year fixed mortgage and that 30 percent of the gross income will be allocated to principal, interest, taxes, and insurance. The annual gross income required to

⁹ This example only discusses rent and does not include utilities as a part of the total rental housing cost.

¹⁰ *Report on Census Data on the Novato Housing Market* prepared by Ecumenical Association for Housing, San Rafael, CA, January 11, 1994.

¹¹ Marin Board of Realtors median sales prices data for 1994.

purchase a median-priced, two bedroom townhouse costing \$189,000 in 1994 is \$55,514 using the same assumptions.

The 1995 estimated median income for Novato was \$52,800¹², less than the minimum required to purchase an median priced home or town house in the city. Although many Novato residents purchased their homes many years ago, before the time when affordability became such a problem, it is evident that the majority of these people could now no longer qualify to purchase a home in their community.

Overpayment for housing and the decreasing affordability of housing is an acute problem for both renters and for those seeking to purchase homes. The policies and programs section of this chapter contains a number of actions to address this situation.

ABAG Regional Housing Need Allocations

State legislation enacted in 1980, AB 2853, mandated that the Association of Bay Area Governments (ABAG) determine the existing and projected regional housing needs and also determine each city's share of the regional need for housing by housing type and cost. The local share for regional housing assigned to each city by ABAG must be considered in the Housing Element. ABAG's determinations of the local share of the regional housing need takes into consideration the following factors: employment opportunities; availability of suitable sites and public facilities; market demand for housing; commuting patterns; and the type and tenure of housing. ABAG housing determinations are based on assumptions regarding the future growth of Novato and the region, and may not accurately reflect the local conditions nor the residential development that will likely occur during the next five years.

ABAG's *Housing Needs Determinations* report of 1992 indicated that Novato's total housing need was for 4,318 housing units for the period 1992 – 1997. The distribution of this housing need figure by income category for Novato is presented below.

HO Table 16A: ABAG Housing Needs Determinations 1992-97		
Income Group & Relation to County Median Income	Required Percentage	Total Housing Unit Need
Very Low (0-50%)	17.9	777
Lower Income (50-80%)	15.0	648
Moderate (80-120%)	20.0	864
Above Moderate (>120%)	46.9	2,029
Total	100.0	4,318

Source: ABAG Regional Housing Allocations Report, 1992

¹² The 1994 median income figure based on projection data provided by Urban Decision Systems, Inc.

ABAG breaks down the total 1992 – 1997 housing needs according to four income categories: very low; lower; moderate; and above moderate. The percentage of households within income categories was determined by ABAG based on an averaging of the city's percentage distribution with the county's and the region's percentage distributions. The definitions of these income categories are presented on page 19.

The total needs figure of 4,318 units established by ABAG must be adjusted to reflect the 165 units that were completed since 1992. Consequently, the total housing need for Novato, as of December 31, 1995, is 4,153 units.

HO Table 16B compares the needs determination with Novato's quantified objectives from HO Table 1.

HO Table 16B: Objectives and Needs				
Income Group	Novato Objectives 1992-1997	%	ABAG "Need" (1992-1997)	%
Very Low	362	(15)	777	(18)
Low	466	(19)	648	(15)
Moderate	851	(36)	864	(20)
Above Moderate	715	(30)	2,029	(47)
Total	2,394	(100)	4,318	(100)

This shows that over 800 units per year (compared to an average since 1980 of 190 per year) would have to be constructed to meet Novato's share of regional need. It also shows that Novato's housing programs could produce a high percentage of very low, low, and moderate income housing compared to above moderate income – much higher than the ABAG proportions.

Residential Inventory

To meet the requirements of State law that adequate sites be identified to accommodate the existing and projected housing needs of all economic segments of the community, an inventory of vacant and underdeveloped land was carried out by the Community Development Department. The inventory identified the housing potential in the City and its Sphere of Influence parcel-by-parcel, based on existing zoning regulations and general plan land use designations. This inventory was used to prepare HO Table 17: Summary of Vacant and Underdeveloped Housing Sites.

The supply of residentially zoned land was compared with Novato's regional housing need allocations. Revisions were subsequently made in the proposed land use designations of the General Plan to address regional housing needs. This analysis is reflected in HO Table 17: Summary of Vacant and Underdeveloped Housing Sites which indicates the number of potential units that could be constructed by land use designation.

HO Table 17: Summary of Vacant and Underdeveloped Housing Sites

Land Use Designation	Density	Zoning*	Type of Housing	City Limits			Sphere of Influence			Hamilton			Total		
				Vac.	Under Dev'd	Total	Vac.	Under Dev'd	Total	Vac.	Under Dev'd	Total	Vac.	Under Dev'd	Total
Conservation (CON)	1 du per 10 or 60 acres	Con	Single Family	0	0	0	38	0	38			0	38	0	38
Rural Residential (RR)	0.1-0.49 du/acre	RR	Single Family	95	86	181	185	8	193			0	280	94	374
Very Low Density Residential (R01)	0.5 to 1.0 du/acre	VLRes	Single Family	321	34	355	82	1	83			0	403	35	438
Low Density Residential (R1)	1.1 to 5.0 du/acre	LDRes	Single Family	522	152	674	64	1	65			0	586	153	739
Medium Density Residential (R4)	4 to 7 du/acre	MDRes	Single Family	251	0	251	0	0	0				251	0	251
Medium Density Residential (R5)	5.1 to 10.0 du/acre	MDRes	Single Family and Townhouse	788	-195	593	27	0	27	0	825	825	815	630	1,445
Medium Density Multifamily (R10)	10.1 to 20 du/acre	MDMF	Multifamily	705	21	726	11	0	11	0	95	95	716	116	832
High Density Multifamily (R20)	20.1 to 30 du/acre	HDMF	Multifamily	78	0	78	0	0	0		0	0	78	0	78
Mixed Use (MXD)	Compatible with adjacent residential land use	MXD	Multifamily		252	252								252	252
Downtown Core (DC)	FAR 0.6	TBA	Multifamily		274	274								274	274
Research/Educational/Institutional (REI)	1 du/acre	TBA	Townhouses		0	0	130		130				130	0	130
Neighborhood Commercial (NC)	Compatible with adjacent residential land use	NC	Multifamily		614	614								614	614
Total				2,760	1,238	3,998	537	10	547	0	920	920	3,297	2,168	5,465

*General Plan designation shown; zoning would be consistent.

Source: Community Development Department, 1995 Database Update

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Residential development potential, particularly for multifamily units, has been increased by the following proposed revisions to the General Plan which would increase the density and variety of housing permitted in the community:

- a. Establish a new General Plan land use designation entitled Downtown, which allows residential development mixed with commercial and office uses at an FAR of 0.4 which is increased to FAR 1.0 if the difference between FAR 1.0 and 0.4 is used for housing. This adds another 274 potential multifamily density dwellings Downtown.
- b. Establish a new General Plan land use designation entitled Mixed Use which allows residential development mixed with commercial and office uses at a density compatible with adjacent residential uses.
- c. Revise the Neighborhood Commercial land use designation to permit residential uses mixed with commercial uses. Maximum Floor Area Ratio is 0.4, with an increase to 0.6 if housing is included, provided the difference between FAR of 0.4 and 0.6 is used for housing. This provides for a potential additional development of approximately 614 multifamily dwelling units.
- d. Establish a new General Plan land use designation entitled Research/Educational/Institutional with a residential density of 1 unit per acre. This will permit the Buck Center for Research in Aging to develop 130 townhouses affordable to moderate income households.
- e. Establish a new General Plan land use designation entitled Medium Density Detached Residential with a residential density of four to seven units per acre.

Included in the residential inventory are over 1,500 existing housing units belonging to the United States Department of Defense (DOD). This housing will be disposed of by the military as a part of the reuse plans for Hamilton Field. The conservation of a significant number of these housing units will provide the City with a large number of affordable housing units, and thereby contribute significantly to meeting Novato's regional housing needs requirements.

The Housing Element has counted military housing as new units because this housing has not been available to the general public but only to military personnel assigned to Hamilton Field. Moreover, some of the military housing units are in such poor condition that it would cost more to rehabilitate them than to raze them and construct new units.

Constraints to Housing Development

Government Constraints

The City requires payment of different fees as a condition of development approval. All fees are tied to the City's actual costs of providing necessary services such as project review and plan checking fees. These fees are reviewed and adjusted periodically. The most recent review of the City's development fees was completed in 1996. Fees for planning review are charged on either a flat rate for minor permits or on a cost-recovery basis reflecting the actual costs to review and process a given project. The City also exacts from developers physical

improvements as allowed under municipal regulatory power. A Traffic Mitigation Fee and on-and off-site improvements pursuant to the City's subdivision ordinance are required. The schedule of other fees is available at the Community Development Department.

Although these fees are termed "constraints" by State housing law, they provide the essential services to plan for the future of the community and provide infrastructure commensurate with new growth.

The fees required for residential development are equal to or lower than neighboring cities, and are lower than comparable market-rate fees for technical plan review tasks. A description of on- and off-site requirements for residential development are in the City's Subdivision Ordinance. The City may also waive certain fees related to the development of low and moderate-income housing.

Building codes and enforcement do not provide an atypical constraint to housing development. Requirements for parking, building setbacks and site improvements are no higher than, but rather comparable to other jurisdictions in Marin and Sonoma Counties. New construction is required to meet the requirements of the State Building Code (SBC). Existing units are inspected only when an owner seeks a building permit for additional construction or when a specific complaint relating to the health and safety of the building occupants is received.

The City's zoning and development standards do not constitute a constraint to housing development. Regulations regarding the development of single family homes such as setbacks, lot coverage, height limits, and minimum lot sizes are no more restrictive than those of other surrounding jurisdictions. The Planned Unit Development provisions of the Zoning Ordinance provide a considerable degree of flexibility with regard to minimum lot size, setbacks, parking and other standards. Over 75 percent of the additional housing that will be built in Novato will be located on larger parcels where Planned Unit Developments are most likely to occur and are encouraged by the City.

In summary, the City's Zoning Ordinance and related land use regulations serve to promote, rather than constrain housing development, for example:

- The Zoning Ordinance permits residential uses in the C-1 Commercial District if the dwelling is accessory to a permitted use, and in the C-1 Commercial District with a conditional use permit up to the maximum density allowed by the General Plan.
- The Zoning Ordinance permits reduced parking standards for senior housing developments.
- The Planned Unit Development concept is encouraged by the Draft General Plan. Novato's PUD process permits housing developments to be built with flexible setback, lot coverage and other regulations and permits the construction of mixed-use developments.

The time taken to process development applications affects housing costs, since interest on loans must continue to be paid and the longer it takes for the development to be approved, the higher the costs will be. The time to process residential developments does not constitute a constraint in Novato. The average time for development review for a 50 to 100 unit residential

project is from twelve to eighteen months, which is comparable to the time taken for processing similar projects in surrounding cities. Summarized below is a description of the approval process for each type of residential development:

- Single-family dwelling: Requires a building permit. Some additions involving a second story require Design Review Committee approval.
- Duplex: Requires Design Review Committee approval before a building permit.
- Minor Subdivision (less than five lots): Approved by the Community Development Director.
- Major Subdivision: Requires Planning Commission approval.
- Planned Unit Development: Requires Planning Commission review and City Council approval of subdivision. Building and site design requires Design Review Committee approval before the building permit is obtained.

Summarized below is the processing time for typical planning applications. The City continually makes efforts to streamline processing of applications while still complying with the other policies of the General Plan and state mandates.

- Major subdivisions require Planning Commission approval. Negative Declaration: 3 months. EIR: 15 months. The average time for development review for a 50 to 100-unit development project is 12 to 18 months.
- Minor Subdivisions: Community Development Director approval. If exempt from CEQA: 3 months. If Negative Declaration: 6 months.
- Planned District Development: Planning Commission review and City Council approval of project. Building and site design requires Design Review Committee approval before building permit is issued. EIR requires 12 months. If EIR not required: 6 months for approval.
- Single-family Dwelling: Building permit required, some second story additions need Community Development Director approval. No Design Review Committee approval usually required. If Design Review Committee approval required: 60 days.
- Design Review Committee approval required for all non-single-family dwellings: 75 days.
- Conditional Use Permits and Variances: Approval at staff level in most cases. Average time: 45 days.

The following services are offered to expedite housing development proposals: One-Stop Shop – offered 5.5 hours a week with City staff; Concurrent Processing which allows different portions of a development proposal to be reviewed in an overlapped manner; and Accessory Dwelling Units (ADUs) which are permitted in all single-family residential zones with a use permit.

To facilitate housing construction, the City expedites the approval process by carrying out preapplication conferences with the Technical Advisory Committee (TAC) for General Plan amendments, master plans, precise development plans, tentative maps, and non-single-family housing design review. Staff attending the TAC include personnel from the Community Development Department, Engineering and Crime Prevention Divisions, and the Novato Fire Protection District.

City fees for planning review for larger and more complex projects are based on the actual staff time. The City's fee structure is less than the actual costs of processing and reviewing planning applications, since it does not include time spent answering public inquiries nor time spent on appeals.

Implementation of the policies contained in the Draft General Plan will reduce the time required for reviewing projects incorporating affordable housing units.

Infrastructure limitations exist in Novato which have the potential to constrain the development of housing. As with many cities following the passage of Proposition 13, there are limited funds to develop and maintain needed infrastructure. As indicated in the Public Facilities and Services Chapter, there is sufficient water to serve the additional development potential; however, the Ignacio wastewater treatment facility would need to be expanded. Refer to the Public Facilities and Services Chapter for an expanded discussion of this subject.

The Affordable Housing Program does not represent a constraint to housing development. The majority of new housing in Novato will be built as a part of the Hamilton Reuse Plan which has made a commitment to building affordable housing and is implementing the revised Housing Element policies. In addition, this project would involve public/private partnerships.

The revised Housing Element contains many incentives which would reduce the cost of providing affordable units, such as density bonuses, higher density mixed uses land use designation, and use of redevelopment and other housing funds. Developers have the option to pay in-lieu fees rather than providing the affordable units. These fees will be commensurate with housing in-lieu fees of other Marin County jurisdictions with affordable housing programs.

The cost of providing affordable units would either be passed on to the market rate units, reduce the profit margin of the developer, reflected in a reduction in the value of the land, be partially compensated by density bonuses, fee reductions or other government incentives, or a combination of these effects. The allocation of this burden would depend on general market conditions and the relative bargaining power of the parties.

Market Constraints

Market constraints include the cost of land and improvements, construction costs, interest rates, profit, property taxes and the wide range of factors which determine consumer preference in the housing market. Most of these factors are beyond control of local governments, although occasionally the cost of land and interest rates can be reduced in order to encourage affordable housing production.

The availability of financing is a key component in determining the affordability of homes. Small increases in the interest rates can have a significant impact on the amount of monthly mortgage payments, and thereby limit many people from qualifying for a home loan.

The cost of housing in Novato has increased more rapidly than income, the rate of inflation and the Consumer Price Index. An informal survey of local developers indicated the following range of costs for construction of a single family home in the City.

Encourage involvement and develop processes for including community groups and stakeholders to participate in developing the policies affecting housing opportunities.

Cost of a Finished Lot	\$200,000 and up (e.g., ready to build: sewer, water, grading, roads, and utilities)
------------------------	--

Construction Costs	\$85 to \$95 per sq. ft.
--------------------	--------------------------

Fees Paid to City	\$21,000 per unit (average)
-------------------	-----------------------------

The cost of multifamily housing is generally similar with the exception that per unit land costs are reduced only marginally, since the market value of residential land is directly related to the total number of units that can be built on a given site. The developers contacted in the informal survey stated that the price of land was the most significant and fastest rising cost component.

There is no shortage of construction or mortgage financing in Novato for new construction or rehabilitation. Discussions with contractors, developers, and real estate brokers indicated no mortgage deficient areas or "redlining" practices in Novato. Interest rates are consistent with those found throughout Marin County.

It can be concluded that there are two principal constraints to housing development in Novato. The most important constraint is that the city has a limited supply of vacant and underdeveloped land suitable for residential development. The second constraint relates to the characteristics of the housing market, since fewer new home buyers can afford to finance the median-priced Novato home costing \$295,000. Land costs in Novato and Marin County are among the highest in the United States, and limit the development of affordable housing.

Community Sentiment

Community attitudes toward housing play a crucial role in determining the type and cost of housing that will be built in the City. The workshops and public hearings conducted on the General Plan revision and the Downtown Specific Plan indicated some community support for an increase in the number of mixed use multifamily housing units in the Downtown and commercial areas of the City.

A key to obtaining development approvals successfully is to obtain the support of the local neighborhood. Developers of potentially controversial housing projects should make the effort to address the legitimate community concerns regarding the type of housing proposed, the characteristics of the potential occupants of the housing units, noise, increases in traffic, and the impact that the proposed development will have on City services. Involving the community in the early phases of a project is essential for creating the basis for cooperation and constructive participation in the planning process.

Increased multifamily housing and approval of specific housing projects are often controversial. Although the Planning Commission and the City Council should be responsive to the wishes

of the residents of the City, these bodies must also take responsibility for the overall public benefit that would result from approving potentially controversial housing developments which are in compliance with the City's existing land use regulations.

Opportunities for Energy Conservation

The City encourages energy conservation in residential projects. All new subdivided residential projects are reviewed in terms of building orientation, street layout, lot design, landscaping, and street tree configuration in order to maximize solar access and energy conservation. Residential structures must meet the requirements of Title 24 relating to energy conservation features of the State Building Code. In addition, much of the mixed use and multifamily-designated land is located within walking distance to public transit and commercial centers, thereby reducing the potential demand for automobile fuel.

Evaluation of the Previous Housing Element

The previous Housing Element was successful in supporting Novato's ongoing commitment to providing housing for all sectors of the community. It emphasized working with non-profit housing development organizations to produce below market rate units (BMRs) utilizing the City's Housing Opportunity Fund, combined with a package of programs that provided incentives for the construction of affordable housing.

HO Table 18: Summary Evaluation of the 1988 Housing Element

Program	Evaluation
Housing Opportunity Programs (HOP)	Effective programs provided a total of 359 below market rate (BMR) units to date. The objective of 75 BMR units was reached.
• BMR Density Bonus	Used in several BMR projects.
• Preferential Processing	Used in several BMR projects.
• Surplus Public Lands	City currently negotiating to build affordable housing on surplus military base lands.
Housing Opportunity Fund	An effective program. The objective for this program of \$400K was almost reached, since a total of \$356,668 in housing in-lieu fees have been obtained to date. These fees were used to buy down the cost of affordable housing by providing low-interest mortgages to 70 lower income households. In addition, this fund supported the Local Rental Assistance Program operated by the Marin Housing Authority.
Infill Strategy	The primary focus of this program is the Downtown and Ignacio/Hamilton centers. The City is completing a Downtown Specific Plan with additional infill housing, negotiating for additional infill housing at Hamilton.

HO Table 18: Summary Evaluation of the 1988 Housing Element

Program	Evaluation
Rental Housing Construction	An effective program resulting in the construction of 395 rental units of which 182 units were affordable BMR units. Additional affordable rental units provided through City cooperation with the Marin Housing Authority's Section 8 Program to increase Novato households obtaining affordable rental units. Used CDBG funds to subsidize affordable rental housing.
Fair Housing Program	An effective program implemented on an on-going basis since 1988.
Preferential Processing	A partially effective program implemented on an irregular basis since 1987 for developments with 15 percent or more BMR units.
No Frills Housing	An ineffective program due to lack of housing developer interest.
Secondary Residences	Implemented an accessory dwelling ordinance. Over 100 such units built.
Manufactured Housing	Implemented an ordinance revision permitting such dwellings. No such units built in the past five years.
Smaller Lot Sizes	Implemented through the Minimum Size Lot Ordinance establishing the R-1 MSL zoning district to encourage smaller size starter homes.
Residential Mixed Use	The previous General Plan and existing Zoning Ordinance permit mixed uses in a number of office, public facility and commercial land uses. Follow-up implementation to develop mixed use guidelines, programs to retain and replace existing mixed uses were not carried out. The City is completing a Downtown Specific Plan that includes mixed use.
Maintenance and Improvement of Housing Stock	Participated in the Residential Rehabilitation Program in cooperation with the Marin Housing Authority which funded 35 rehabilitation loans totaling \$425,000. Did not implement other parts of this program: the resale protection ordinance; the code enforcement program; the existing housing stock survey; and the seismic safety audit of building Citywide due to a lack of staff resources and financing.
Jobs/Housing Balance	Program not effective – to encourage large-scale local employers to provide their employees with housing.
Condominium Conversions	Continue to implement this program.
Housing for the Disabled	Program not effective, due to lack of resources.

The revised Housing Chapter builds on the basic policy direction of the earlier Housing Element. It retains many of the programs providing additional affordable housing such as the density bonus, and the preferential processing programs. Programs to preserve and maintain the existing housing are also retained, however with more specific implementation requirements.

1 A description of programs that were not accomplished and the reasons for this is summarized
2 as follows: The Housing for the Disabled Program was not effective since no private or nonprofit
3 organizations interested in building such housing was interested in collaborating with the City;
4 and the Manufactured Housing Program was not effective due to market factors, namely that
5 high land costs preclude building such units in Novato.
6

7 A total of 1,559 housing units have been built in Novato during the period 1988-1994. The
8 amount of housing development in Novato or Marin County in the past five years has been
9 lower in comparison with other Bay Area counties. This is due to several factors largely outside
10 of the control of local jurisdictions which include: a limited amount of residentially-zoned
11 developable land; many of the remaining vacant and underdeveloped residential parcels in
12 Novato are located on or contiguous to environmentally constrained sites, such as hillside
13 areas, bayfront areas, and wetlands which have relatively high site development costs; the
14 relatively high cost of land in Marin County; and other market factors. On the positive side, the
15 largest amount of affordable housing development in Marin County will occur in Novato with the
16 completion of the Hamilton Field Reuse Project. The Preferential Processing Program of the
17 previous Housing Element is being effectively used to expedite this project.
18

19 The Hamilton Reuse Plan has been prepared by a multi-jurisdictional agency comprised of City
20 and County representatives. The Plan confers no entitlements on the Hamilton site. The
21 Reuse Plan provides a blueprint of the community's goals for Hamilton Field and provides policy
22 direction to the City of Novato.
23

24 Additional policies and programs are included to provide more affordable housing and to make
25 effective use of the City's sizable redevelopment housing set-aside funds. The Affordable
26 Housing Program will ensure that a certain percentage of housing units constructed will be
27 affordable to lower income households. The revised chapter continues to emphasize the mixed
28 use approach to obtaining additional multifamily housing in commercial areas and in the
29 Downtown.
30

31 **Consistency with the General Plan**

32

33 The Housing Chapter was prepared as a part of a comprehensive revision of Novato's General
34 Plan. The consistency of this chapter with other portions of the General Plan was considered
35 throughout the revision process. No conflict exists between the goals, policies, and programs
36 of the Housing Chapter and other chapters of the General Plan.

IV. Environment

CHAPTER IV: ENVIRONMENT

1. INTRODUCTION

The Environment Chapter combines the requirements for the Conservation Element and the Open Space Element required by state law. This chapter addresses the conservation, development, and use of natural resources, including streams and other waterways, wetlands, soils, woodlands, hillsides, ridgelines, wildlife habitats, and mineral deposits. It also plans open space for preservation and the protection of natural resources, for outdoor recreation, development of parklands and recreation areas, and for public health and safety.

The Environment Chapter is correlated with the Land Use Chapter, which also addresses suitable uses of land and preservation of open space areas.

The objectives, policies and programs of this chapter are based on the following goals from the *Vision and Goals Statement* adopted by the City Council in 1992:

- | | |
|--------------|---|
| Goals | Preserve and improve the quality of life in Novato. Conserve and where appropriate restore the natural environment and strive for high quality in the built environment that complements the natural environment. |
| | Preserve, protect and enhance the natural setting throughout the community, including creeks, hillsides, ridgelines, woodlands, wildlife, native plants, wetlands and open space. |
| | Preserve bayfront lands and diked wetlands for agriculture, resource restoration, conservation and recreation. |
| | Provide and maintain greater recreational, educational (including IVC) and cultural opportunities for all segments of the community. |

2. BACKGROUND

Following is a brief summary of characteristics of Novato's natural environment, its resources that require conservation, and its open space and parks. More detailed information can be found in the *Existing Conditions Report* and other documents listed in the Bibliography.

The Novato area encompasses bay plains, marshlands, hills, ridges, creeks, sloughs, and rivers. These undeveloped areas provide habitat for a wide range of plants and animals, as well as productive farmland for a variety of harvested crops, including oat hay and vineyards.

Streams and Other Bodies of Water

The Novato area contains a network of rivers, streams, creeks, lakes, and other water bodies, including:

- *The Petaluma River*, which originates approximately 20 miles north of the City of Petaluma and forms the northeast border of the Novato area. Petroleum and gravel products are transported from Petaluma to San Pablo Bay via the river. Marshlands along the Petaluma River have been considered for nomination as a federal estuarine sanctuary.
- *San Pablo Bay*, which borders the eastern edge of the area. This shoreline extends for approximately seven miles. San Pablo Bay is a navigable waterway that provides access to San Francisco Bay and the Pacific Ocean.
- *Novato Creek*, which flows from west to east and bisects the area. The watershed of Novato Creek encompasses the majority of the area, and its drainage basin encompasses 44 square miles. Numerous streams flow into Novato Creek, including Warner Creek, with a 5.1-square-mile drainage; Arroyo Avichi, with a 1.6-square-mile drainage; and Arroyo San Jose, with a 5.7-square-mile drainage.

In addition to these major waterways, numerous local drainage channels and storm drains discharge into Novato Creek and its tributaries. Pacheco Creek flows through the southern part of Novato.

- *Rush Creek*, which flows eastward from Highway 101 to the Petaluma River, north of the City limits.
- *Stafford Lake*, a reservoir and headwater for Novato Creek approximately 11 miles upstream from San Pablo Bay. The reservoir, which was established in 1951, stores water for domestic use and reduces flooding along Novato Creek. The reservoir has a storage capacity of 4,430 acre-feet and a water surface area of 245 acres.

Wildlife, Vegetation, and Habitats

The Novato Area of Interest contains a wide range of plant and animal communities, including:

- *Diked Baylands* which are those lands that were historically tidal marsh and were diked for agricultural use. These lands contain seasonal wetlands and some sloughs, which have important habitat value. These lands also filter runoff to the Bay thereby improving water quality, and they serve as ponding basins for runoff.

Seasonal wetlands provide essential feeding, nesting, and roosting habitat at a time of year when California's limited wetland acreage must support a much larger bird population. The seasonal wetlands play a critical role in supporting migratory shorebirds. Extensive surveys of seasonal wetlands conducted by the U.S. Fish and Wildlife Service indicate that 19 species of migratory waterfowl and 20 species of migratory shorebirds use these wetlands for feeding and roosting in the winter.

- *Saltwater and brackish water marshland*, found along the lower reaches of Novato Creek, the Petaluma River, and the shoreline of San Pablo Bay, where fresh water mixes with Bay saltwater. The marshes in the area, in combination with other marshland communities in the San Francisco Bay Area, represent by far the largest estuary still existing along California's coastline, and provide essential resting,

1 feeding, and wintering habitat for millions of birds of the Pacific Flyway extending
2 from Canada to Mexico, as well as providing habitat for a range of species.

- 3
4 • *Freshwater wetlands* which are found where fresh streamwater or stormwater runoff
5 permanently or seasonally inundates low-lying areas. Freshwater wetlands are
6 typically among the most productive wildlife habitats in California, supporting a
7 variety of birds, small mammals, reptiles, and amphibians.
- 8
9 • *Riparian habitat* which is found along the upper portions of Novato Creek and its
10 tributaries. The complex structure and diversity of vegetation within riparian areas,
11 as well as their close proximity to water, creates an extremely productive habitat for
12 numerous mammal, bird, and reptile species. Riparian habitat is scarce because
13 it only forms along watercourses and lakes, and because in California much of this
14 habitat has been lost to agricultural uses, urbanization, and channelization for flood
15 control. Shade provided by trees along watercourses helps maintain cooler water
16 temperatures, retarding algae growth and enhancing fish habitat.
- 17
18 • *Oak woodlands* which are found on north-facing slopes and in canyons and ravines
19 on more exposed slopes. In the Novato area, the proximity of oak woodland to open
20 grassland and riparian habitat provides shelter and cover located close to feeding
21 areas. This promotes a great diversity of wildlife, including a wide variety of animal,
22 bird, reptile, and insect species. There are also forested areas, including redwood
23 groves, within the oak woodlands.
- 24
25 • *Grassland/oak savannah*, in drier upland areas, interspersed with oak woodland, in
26 the northern portion of the area. Most oak savannah lands in the area have been
27 developed with urban uses, and few oaks have survived. The deep root system of
28 oak trees make the savannah community particularly valuable for erosion control on
29 slopes that otherwise support only grassland.
- 30
31 • *Agricultural land*, in valley areas and bayside plains that have been leveed.
32 Important agricultural crops grown in the area include nut crops, vineyards, fruit
33 orchards, and field crops. Agricultural land can also provide valuable wildlife habitat,
34 including critical habitat for migrating waterfowl and shorebirds during the winter.
35 The State Department of Conservation has classified much of Novato's agricultural
36 land, particularly bayfront land, as Farmland of Local Importance (i.e., land currently
37 in agricultural production that meets the criteria for Prime Farmland or Farmland of
38 Statewide Importance, but is not irrigated). Some lands along the Bay produce oat
39 hay, an important animal food source for ranches in Central and West Marin. Within
40 the City limits, one active vineyard, the Pacheco Ranch, and one small chicken
41 ranch is under a Williamson Act contract, which requires the property owner to
42 maintain the land in agricultural use in exchange for reduced property taxes.
- 43
44 • *Urban landscaped areas*, concentrated in the Novato Valley where they occupy
45 former grassland, oak woodland, and savannah areas. Exotic trees, shrubs,
46 flowers, and vegetables in these areas have replaced native plants, providing
47 habitat for many birds, rodents, mammals, reptiles, and insects.

48
49 According to data from the State Department of Fish and Game and California Native Plant
50 Society, these habitats may support a variety of rare or endangered plant and animal species.

Sensitive species such as the California black rail, California clapper rail, and salt marsh harvest mouse have been found in the Novato area, particularly in bayfront areas.

Wetlands

Wetlands in the area include saltwater and brackish water-marshland, and freshwater wetland. The marshes and much of the freshwater wetlands habitat are part of the San Francisco Bay Estuary. Saltwater marsh communities occur in the upper intertidal zone of protected shallow bays, estuaries, and coastal lagoons. Brackish-water marshes occur at the mouth of large streams which enter northern San Pablo Bay, creating a gradual transition zone between salt marsh and riparian vegetation communities. Marshlands are very productive ecosystems which provide food, cover, nesting and roosting habitat, generate organic matter to fuel aquatic food chains, and function as natural flood control and pollution filtration systems. The bayside plains adjacent to Novato Creek east of Highway 101, and those along the lower reaches of the Petaluma River and Miller Creek, are subject to tidal action and support saltwater marsh and brackish-water marsh biotic communities.

Many of the wetlands in the Novato area are seasonal freshwater wetlands occurring in areas that were once part of the Bay and have been diked off to provide agricultural land. Freshwater wetlands are typically among the most productive wildlife habitats in California. Their functions include providing food chain support, providing habitat for waterfowl, fish, and other wildlife, and moderating hydrologic processes.

Ridgelines and Other Scenic Resources

Ridgelines surrounding Novato generally enhance the community's visual resources. Mt. Burdell, located north of the City of Novato, is a significant landmark in the open space network surrounding the City. Pinheiro Ridge functions as a ridge and upland greenbelt separator between the Atherton area and Gness Field. Big Rock Ridge, with a high point of about 1,400 feet, forms the western and southern edge of the Area of Interest, with an eastward extension to San Pablo Bay separating Hamilton Field from the St. Vincent's Silveira property. A series of canyons stretches into the western edges of the Area of Interest, following creek corridors. Small ridgelines also have a role in providing visual barriers from one residential area to another.

Other scenic resources are hillsides, Bay plains, and Bay shorelines. Hillsides, whether open and grassy like southern Mt. Burdell, or heavily wooded, provide a backdrop for developed areas. Bay plains provide expansive views to the east and south and are important to maintain the scenic qualities along Highways 101 and 37. The Bay shoreline is a scenic resource that would be of greater value if more public access were provided.

Energy Conservation

Energy conservation is promoted to reduce dependence on non-renewable energy and materials. The Land Use, Transportation, and Environment Chapters of the General Plan promote energy conservation through land use patterns and policies to encourage reduction of the use of single-occupant vehicles and Building Code requirements.

Archaeological Resources

Prehistoric sites are capable of yielding a variety of information about the early peoples of the region. Such sites may include locations of cultural, social, or economic importance and may also have spiritual significance to the ancestors of these peoples or to living Native Americans.

The Novato area lies within the ethnographic territory of the Coast Miwok people and contains the site of the village of Tcokette. While Miwok villages were located adjacent to the bay, lagoons, and sloughs, the Miwok people were hunters and gatherers who made use of seasonal resources from a variety of local environments, including bay and ocean coasts, sloughs, tidal marshes, inland valleys, and hills. They tended to live in small family units that came together at certain times of the year when the greatest amount of labor was needed to obtain resources (e.g., during salmon runs). The Coast Miwok lifestyle rapidly disintegrated with the arrival of Europeans in the area, beginning with the establishment of the Spanish missions in the late 18th century.

The Novato area contains many recorded prehistoric archaeological sites, on terraces adjacent to watercourses, at the base of hills where watercourses enter the valley floor, on mid-slope terraces and ridgetops, and along historical marsh margins. Recorded sites within the area include habitation, burial, resources procurement, camp, and petroglyph sites. There is a high probability of additional, as yet unrecorded, prehistoric archaeological sites within unsurveyed portions of the area.

Specific policies and programs on archaeological resources are located in the Community Identity Chapter under CI Objective 11 and related policies and programs. Protection is also provided through the California Environmental Quality Act and the Cultural Resources Ordinance of the City Code.

Historic Resources

See the Community Identity Chapter for information, objectives, policies, and programs for historic and archaeological resources.

Air Quality

Novato is located within the Bay Area Air Quality Management District (BAAQMD), which regulates air quality in the San Francisco Bay Area. BAAQMD is primarily responsible for regulating air pollution emissions from stationary sources (e.g., factories) and from indirect sources (e.g., traffic associated with new development), and for monitoring ambient pollutant concentrations.

Novato lies on the west shore of San Pablo Bay, directly west of the main air flow through the Carquinez Straits, but sheltered from this marine flow by high terrain to the west and southwest. Wind speeds in the area are usually low, with winds of five miles per hour or less occurring about 45 percent of the time at Hamilton Field.

Levels of ozone, carbon monoxide, and suspended matter (PM-10) in the Bay Area currently exceed California Clean Air Act standards, and therefore the area is considered a

1 "nonattainment area" for these pollutants. BAAQMD's *Bay Area '91 Clean Air Plan* contains
2 districtwide control measures to reduce carbon monoxide and ozone precursor emissions.
3

4 Air quality is a function of both local climate and local sources of air pollution. BAAQMD has
5 found the air pollution potential in Novato to be high due to predominantly light winds, frequent
6 temperature inversions, plentiful sunshine for photochemical reactions, and hills to the west that
7 restrict the effectiveness of wind action in diluting pollution.
8

9 Despite these factors, pollutant monitoring results for the years 1988-1990 in San Rafael (the
10 only ambient air quality monitoring station currently operating in Marin County) indicate that air
11 quality in Marin County has generally been good, with only one violation of air quality standards,
12 a single violation of the state ozone standard in 1988.
13

14 **Water Quality**

15
16 The Public Facilities and Services Chapter discusses the supply of potable water, and the
17 Safety Chapter discusses flooding. Water is also an environmental resource because of its
18 effects on wildlife and habitat.
19

20 Two general types of pollutant discharges affect the quality of surface water and groundwater
21 in the Novato Area of Interest:
22

- 23 • *Point source discharge*, which consists of discharge from a pipe or other device
24 directly into the receiving waters. Discharge of treated wastewater from a sewer
25 plant or an industrial building are common examples. Point sources can be
26 managed through periodic monitoring and treatment methods.
27
- 28 • *Non-point source discharge*, which consists of stormwater runoff that runs over
29 streets, parking lots, farms, and minor watercourses before it reaches a major creek,
30 river, or other water body. This "runoff" can contain debris, litter, soil, and other
31 natural and man-made pollutants. Typical pollutants include organic materials that
32 contribute to biochemical oxygen demand, suspended solids, pathogens, sediment
33 from construction and erosion, air pollution fall-out, gasoline additives, oil and
34 grease, nitrogen and phosphorus from chemical fertilizers, animal waste, leached
35 acids from leaves, and pesticides. Once pollutants from surface runoff reach the
36 receiving waters, they can cause water quality problems similar to those found in
37 municipal and industrial point source discharges.
38

39 The San Francisco Bay Regional Water Quality Control Board requires that each Marin County
40 municipality participate in the existing Baseline Plan, a program to prevent increased pollutant
41 discharge from their storm drain systems, in particular by controlling erosion and sedimentation
42 from construction projects.
43

44 **Solid Waste**

45
46 The City of Novato is responsible for solid waste and implementing state mandates. The
47 Novato Sanitary District is currently responsible for trash disposal. They have granted a
48 franchise to Novato Disposal Service for collection and disposal. Redwood Sanitary Landfill,
49 about three miles north of the City, receives virtually all solid waste from Novato and the other

1 cities in Marin. Serious public concerns have been expressed over the safety of the access to
2 the landfill. The City has requested the operator, the County of Marin, and CalTrans to
3 seriously investigate safety improvements or alternative access.
4

5 The Novato Sanitary District also operates the City's recycling program, under a Countywide
6 program to meet State requirements for reduction of the sources of solid waste. The Novato
7 Disposal Service has the recycling franchise with the Sanitary District.
8

9 *(See Safety Chapter for a discussion of hazardous materials.)*
10

11 **Mineral and Geological Resources**

12

13 The primary extractive resources in and around the Novato area are sand and gravel. Crushed
14 rock quarries are located on the southeast slopes of Mt. Burdell, but these operations are not
15 currently active. Decorative fieldstone is located on the south side of Mt. Burdell. Sand and
16 gravel have been produced in the Black Point area, but operations have not been active since
17 the 1950s. The State Division of Mines and Geology has designated three sites as Resource
18 Sectors in the Novato area (MRZ-2 zones) in Black Point, Burdell Mountain, and Bowman
19 Canyon. The California Surface Mining and Reclamation Act requires cities to adopt general
20 plan policies to protect such sites.
21

22 **Open Space and Parks**

23

24 **Open Space for Environmental Protection**

25

26 In 1972, Marin County voters established the Marin County Open Space District and approved
27 the assessment of a property tax for the purpose of acquiring and managing open space in the
28 County. The District works cooperatively with federal agencies, the State Parks Department,
29 and local communities to acquire open space in the eastern part of the County.
30

31 Open space areas in the Novato area that are identified in the *Marin Countywide Plan* include:
32

33 Community Separators

34

- 35 • *Big Rock Ridge*, separating the Novato basin from the Lucas Valley/Marinwood
36 Communities, extending to Stafford Lake Park and bordering the Indian Valley
37 Campus. (6,400 acres, of which 4,512 have been publicly acquired.)
38
- 39 • *Hills east of Highway 101 south of Hamilton Field*, separating Novato from the
40 St. Vincent's property and extending to San Pablo Bay. (1,070 acres, of which 263
41 are publicly owned.)
42
- 43 • *Pinheiro Ridge*, the northern boundary of urban development east of the freeway,
44 separating the Atherton area from Gness Field. (970 acres, of which 109 are
45 publicly owned).
46
- 47 • *Mount Burdell*, a major landmark of North Marin. (1,400 acres, all publicly owned.
48 The Olompali State Historic Park borders to the north.)
49

Other ridges of local as well as Countywide importance are shown on EN Map 3: Scenic Lands.

Water Edge Lowlands

- *San Pablo Bayfront*, extending from Gallinas Creek to Novato Creek and containing McInnis County Park. (1,850 acres, 788 in public ownership.)
- *Novato Creek to Black Point*, including the entire tidal marsh and flood ponding area. (1,808 acres, publicly owned.)
- *Petaluma River* (950 acres, of which 196 acres of wetlands between Rush Creek and Basalt Creek are publicly owned.)
- *Deer Island Open Space Preserve* (120 acres northeast of the intersection of Novato Creek and Highway 37, owned by the Marin County Open Space District.)

Stream and Creek Reserves

- Arroyo San Jose, extending through the Novato Golf and Country Club and Rafael Village.
- *Novato and Warner Creeks*, among the few remaining natural streams in East Marin.

The City of Novato also owns approximately 200 acres of open space, obtained through acquisition or dedication, and located throughout the City. There is approximately 4,000 acres of open space land in public ownership (state, county, city) in the City limits with another 1,000 acres in the Sphere of Influence. These lands are shown on EN Map 4: Open Space. The former Hamilton Army Airfield is a 700-acre property currently under Federal ownership that is being processed through the Federal disposal process known as the Base Realignment and Closure Commission (BRAC). The Reuse Plan prepared by the Hamilton Local Reuse Authority envisions wetlands conversion for this property which is below sea level and currently protected by a levee. The future ownership of the property is not yet decided.

Another portion of the base has an approved development plan that also provides for open space and wetlands restoration as part of the projects required mitigation measure.

Parks and Recreation, Trails, and Cultural Facilities

The City of Novato owns over 59 acres of developed parks and 169 acres of undeveloped future park lands, as shown in EN Table 1 below. Since 1970, the City and the Novato Unified School District have co-developed recreation areas at nine school sites, providing another 12 acres of community play fields, neighborhood parks, and recreation areas. The City of Novato and the Community College District have also collaborated on joint use projects. Park and Recreation Facilities and Existing Trails are shown on EN Map 5. The City is working with the County of Marin to complete the Countywide Trails Plan.

1 EN Table 1 provides an inventory of recreational facilities in Novato. Recreational facilities
2 consist of playing fields and other sports facilities, as well as museums, community house, and
3 a community center for senior citizens.
4

5 The Community Services Department's 1992 report *Target 2000: Taking Novato's Park and*
6 *Recreation Facilities into the 21st Century*, recommends a 10-year park program, emphasizing
7 the improvement of existing City-owned land and undeveloped park land and the use of
8 opportunities such as joint use with the School District, rather than acquisition of additional land
9 for parks. This will be revised to be consistent with the 1996 General Plan. The General Plan
10 Appendix on Novato Neighborhoods contains information about proposed park improvements
11 in the various areas of the City.
12

13 The conversion and development of Hamilton Field will have significant impact on the City's
14 inventory of recreational facilities, parks, and open space. There are three separate portions
15 of the Base: a parcel with an approved major development plan, a Navy-owned parcel with
16 existing facilities that is being processed through the Federal disposal process and an Army-
17 owned parcel that is also involved in the Federal disposal process.
18

19 The Hamilton Field developer is obligated by agreement to provide such improvements and
20 land in both Phase I and Phase II of their development. As part of Phase I, the developer will
21 construct two neighborhood parks totaling 4.5 acres on two sites. These two parks will be built
22 around important existing structures on the base. The first will improve approximately two acres
23 around the original fire station. The fire station itself will be brought to code for public use and
24 compliment the surrounding park. The second park will be developed around the old base
25 amphitheatre and will provide opportunity for both recreational and cultural activities.
26

27 Also in Phase I, the developer will improve building complex 500-501-502, the headquarters
28 building, in order to provide much needed space for City and local nonprofit organizations.
29 A building will be a future hub for community arts, educational, cultural, and recreational
30 programs.
31

32 As part of Phase II, the City will receive title or license to use the approximately 60-acre landfill
33 which could be used for future active recreational playfields. The City also receives the benefit
34 of new open space and wetlands restoration as part of the project's required mitigation
35 measures.
36

37 Conversion of Navy properties will also yield potential for new community recreational facilities.
38 Throughout the Federal reuse process and now through the Base Realignment and Closure
39 Commission (BRAC) process, the City has pursued title and ownership of several major
40 facilities on base. These include the swimming pool complex, the gymnasium complex, the
41 officers' club, the base theater, and all existing ball fields currently used by local Little Leagues.
42 Please refer to EN Table 3 for a listing of potential publicly-owned recreational facilities at
43 Hamilton.
44

45 The 700-acre Olompali State Historic Park, north of the City and west of Highway 101, was
46 established in 1981. The park contains sites once occupied by the Coastal Miwok people, as
47 well as the Burdell House, which was built in the 1860s. The *Olompali State Historic Park*
48 *General Plan*, adopted by the State Park and Recreation Commission in 1988, calls for
49 improvements to historical resources and trails. Capacity of the park is currently limited to
50 225 visitors at any one time because of parking availability.

EN Table 1: Publicly Owned Developed and Undeveloped Parks in Novato	
Park Site	Number of Acres
Developed Parks	
Hill Recreation Area	13.00
Hillside Park (Aaron & Highland)	1.00
Pioneer Memorial	8.75
Josef Hoog	9.94
Miwok	6.14
Marin Highlands	4.07
Slade	3.10
Marion/Stafford Grove	2.75
Lee Gerner	1.88
Arroyo Avichi	0.58
Bahia Mini Parks (6)	1.00
Partridge Knolls	0.50
Olive/Elmwood	0.25
Joyce Street	0.25
Pansy Tong Lo	0.75
Robinhood	0.25
Pacheco Valle/Creekside	4.65
Fairway – Alameda	0.30
Total – Developed Parks:	59.16
Undeveloped Parks	
O'Hair/Fuchs	100.00
Lynwood Hill	13.30
San Andreas Park Site	4.43
Scottsdale Pond and Marsh	40.63
Pacheco Valle	2.37
Park Novato	1.30
Pell	0.88
Terry Circle	0.60
Spyglass Park	1.00
Hamilton Parks	4.50
Total – Undeveloped Parks	169.01
Total Park Acreage	228.77
Source: Community Profile, 1994, City of Novato	

**EN Table 2:
Publicly Owned Recreational Facilities in Novato**

Facility	Description
Specialized Facilities	
Babe Silva Field	Little League field
Hill Recreation Area	Soccer, softball fields; senior center, gymnasium, multi-purpose room
Margaret Todd Center	Multi-purpose senior center
Marin Museum of the American Indian	Local cultural resources museum, located in Miwok Park
Novato Community House	4,000-square-foot multi-purpose center and performing arts building
Novato History Museum	Local history and archives
Novato High School Pool	City-owned pool on Novato High School campus
Novato Fitness and Gymnastics Centers	10,000 square feet leased and operated by City
Jointly Developed Facilities	
Indian Valley Campus	6 tennis courts, 50-meter pool
Lu Sutton School Recreation and Pinheiro Field	Little League field, soccer field, softball field
Lynwood School Recreation Area	2 softball fields
Olive School/Hamman Field	Little League field, neighborhood park
Pleasant Valley School Recreation Area	Little League field, soccer field
Public School Facilities	
Hamilton/Meadowpark Elementary School	2-acre play field, multi-purpose room
Loma Verde Elementary School	2-acre play field, multi-purpose room
San Ramon Elementary School	4-acre soccer, softball fields*
San Jose Middle School	soccer, football field, softball field, multi-purpose/gym
Sinaloa Middle School	4-acre play field, 2 tennis courts, multi-purpose/gym*
Novato High School	6 acres of play fields, baseball field, softball field, soccer field, 8 tennis courts, pool (municipal) 2 gyms*
San Marin High School	6 acres of play fields, softball/baseball/football facilities, 3 tennis courts, gym*
*Partially developed for recreation with the City.	

**EN Table 3:
Potential Publicly Owned Recreational Facilities – Hamilton**

Facility	Description
Neighborhood Parks	Two parks, 4.5 acres, including improvements to firehouse and amphitheater. Provided by developer as turnkeys.
Headquarters Building 500	Approximately 21,000 square feet to be improved and given to City as center for arts, educational, cultural, and recreational programs. Provided by developer.
Landfill Site	Future active recreational play field site for athletic activities. May be provided to City by license agreement as part of Phase II.
Swimming Pool Complex	Pool, cabana, locker rooms. To be acquired as part of BRAC proceedings.
Gymnasium Complex	Includes gym, exercise room, and bowling lanes. To be acquired as part of BRAC proceedings.
Officers' Club	Community center and office facility to be acquired as part of the BRAC proceedings.
Base Theater	Theater for use by local performing arts organizations and to be acquired as part of the BRAC proceedings.
Ballfields	Four existing Little League and Senior League fields on base, to be acquired by City for continued use for the Little League organization. To be acquired through BRAC.
Open Space, Parks, Wetlands	The City will may acquire approximately 200 acres of open space parks and wetlands as part of the development project

3. OBJECTIVES, POLICIES, AND PROGRAMS

Watercourses, Wetlands, and Bayfront Areas

EN Objective 1 Preserve, protect, and enhance streams and other bodies of water.

Streams and other water bodies are shown on EN Map 1. Areas next to streams contain environmental resources that are important to the ecology of the area, such as plants and animals that require a riparian habitat, scenic and open space values, and wildlife corridors. These areas are easily damaged by water pollution and construction activity, and therefore careful control of development is necessary.

WATERWAYS



WATERWAYS

NOTE: The information presented in this map is schematic only. More detailed maps with this information are on file at the Community Development Department

City of Novato GENERAL PLAN

----- City Limit Line
 Sphere Of Influence



This map was developed for General Plan purposes. The City of Novato is not responsible or liable for use of this map beyond its intended purpose. More detailed information is available at the Novato Community Development Department

1 EN Policy 1 Ecology of Creeks and Streams. Preserve and enhance the ecology of creeks and
2 streams.
3

4 EN Program 1.1: Establish a Watercourse Protection Overlay Zone for
5 watercourses shown on EN Map 1 and their significant tributaries. The width of
6 the overlay zone will consist of the watercourse itself between the tops of the
7 banks (existing height) and a strip of land extending 50 feet laterally outward
8 from the top of each bank. Include provisions to extend the boundary of the
9 Watercourse Protection Overlay Zone where critical habitat areas and riparian
10 vegetation exist and can be restored, wherever feasible, or to reduce the
11 boundary if physical conditions so warrant. Establish standards and require a
12 permit for any excavation, filling, or grading; removal or planting of vegetation;
13 construction, alteration, or removal of any structure; or alteration of any
14 embankment that is proposed in a Watercourse Protection Overlay Zone.
15 Permits shall include mitigations to protect wildlife and to protect and replace
16 native vegetation. The permit shall take into account aesthetic, scenic,
17 environmental, and recreational impacts or benefits.
18

19 *Under this program, the City will permit uses in the Watercourse Protection*
20 *Overlay Zone that are allowed in the underlying zoning district on parcels that*
21 *fall entirely within the zone. On parcels partially within the zone, uses will be*
22 *permitted within the overlay zone where it can be conclusively demonstrated that*
23 *development on any other part of the parcel would have a more adverse effect*
24 *on water quality. In addition, the City will encourage other public agencies to*
25 *provide conditions to protect and preserve the natural resource qualities of the*
26 *watercourse area:*
27

- 28 a. *Water supply projects*
- 29
- 30 b. *Flood control projects*
- 31
- 32 c. *Maintenance of water channels and levees for erosion control, flood*
33 *control, and other public purposes*
34

35 *The waterways shown on EN Map 1 constitute important physical, habitat,*
36 *aesthetic, and recreational assets to the residents of Novato. The Watercourse*
37 *Protection Overlay Zone will implement the goals and policies of the General*
38 *Plan related to reducing flood risk and damage, and to protecting and preserving*
39 *natural resources. It will also reduce flood losses; minimize indirect costs to*
40 *government caused by development in flood hazard areas; preserve biological*
41 *diversity and habitat; prevent erosion of stream banks; prevent siltation of*
42 *stream waters; and generally conserve and protect woodland and wildlife*
43 *resources in the Novato Area of Interest. Marin County's Streamside*
44 *Conservation Areas provide similar protections for watercourses.*
45

46 EN Policy 2 Vegetation in Watercourse Areas. Protect vegetation in watercourse areas.
47

48 EN Program 2.1: Require mitigation for loss of riparian vegetation. On-site
49 mitigation is preferred wherever possible.
50

1 EN Program 2.2: Encourage planting of native vegetation and discourage
2 planting of exotic, invasive vegetation.

3
4 EN Program 2.3: Develop educational programs to inform property owners
5 about protecting native vegetation in watercourse areas.

6
7 (See EN Programs 1.1 and 5.2)

8
9 *The largest concentration of riparian vegetation occurs where land along
10 streams has not been developed. Native vegetation can be protected by
11 minimizing disturbances, encouraging removal of non-native species such as
12 eucalyptus, palm, broom and other exotic, invasive plants, and replacing them
13 with native plants. Planted trees and shrubs should include a variety of species
14 that would grow naturally in riparian areas.*

15
16 EN Policy 3 Wildlife Habitat. Endeavor to preserve and enhance wildlife habitat areas in
17 watercourse areas and control human use of these areas as necessary to protect them.

18
19 EN Program 3.1: Refer for comment to the State Department of Fish and Game
20 and Marin County Flood Control District any grading, filling, or construction
21 proposal that would alter a watercourse shown on EN Map 1.

22
23 EN Policy 4 Erosion Control. Minimize soil disturbance and surface runoff in Watercourse
24 Protection Overlay Zones. Pursuant to the City's grading ordinance, work in and adjacent to
25 the zones shall be conducted during the dry season only, at times when the Community
26 Development Department determines that surface runoff will be minimal or containable.

27
28 (See EN Programs 1.1)

29
30 EN Policy 5 Habitat Restoration. Restore damaged portions of riparian areas to their natural
31 state, wherever feasible.

32
33 EN Program 5.1: Continue to participate in the Petaluma River project to restore
34 marshland habitat and provide public access as long as it does not adversely
35 affect wildlife habitat.

36
37 EN Program 5.2: Prohibit further degradation and require restoration of
38 previously-degraded riparian areas as a condition of development approval
39 when restoration is feasible, taking into account the project's size and
40 cumulative impacts.

41
42 See also EN Program 6.2

43
44 EN Program 5.3: Encourage riparian restoration as part of permit approval.

45
46 EN Policy 6 Public Access. Manage public access to watercourses shown on EN Map 1 in a
47 manner that will not degrade the habitat.

48
49 EN Program 6.1: Develop guidelines for public access to watercourse areas.
50 Include guidelines dealing with appearance and view preservation.

1 EN Program 6.2: Evaluate proposals for trails and waterway access relative to
2 potential impact on habitat value. Consequences such as wetland impacts,
3 removal or damage to trees or other habitats, or invasion by domestic animals
4 should be avoided. Where avoidance is not possible, alternative access should
5 be sought.

6
7 *In most cases, point access rather than linear access will minimize adverse*
8 *impacts. Use of vegetated buffer areas, rather than fences, to separate*
9 *watercourses from paths will be considered. Bridges, increased access points*
10 *and additional paths will be considered in watercourse corridors.*

11
12 Responsibility: Community Services Department

13
14 EN Policy 7 Water Quality. Encourage protection of water resources from pollution and
15 sedimentation, and preserve their environmental and recreation values.

16
17 EN Program 7.1: Develop practices to protect water quality and natural
18 ecosystems in Watercourse Protection Overlay Zones.

19
20 EN Policy 8 Environmentally Sound Flood Control Measures. Encourage flood control
21 measures that retain the natural features and conditions of watercourses to the maximum
22 feasible extent. (Also see sections on flooding in Safety Chapter.)

23
24 EN Program 8.1: Ensure the retention of flood protection easements held by the
25 Marin County Flood Control and Water Conservation District on private property
26 to prevent development in these areas.

27
28 *Ways to retain natural features for flood control include maintaining*
29 *drainageways above ground, keeping an adequate flood plain area to enable*
30 *runoff to spread out when needed, and/or providing naturally vegetated ponding*
31 *areas.*

32
33 EN Program 8.2: Encourage the Marin County Flood Control and Water
34 Conservation District to manage floodplains in accordance with policies of the
35 Novato General Plan.

36
37 **EN Objective 2 Preserve, protect and enhance wetlands.**

38
39 EN Policy 9 Determination of Wetlands. Recognize the U.S. Army Corps of Engineers (ACE)
40 as the designated permitting agency that regulates wetlands. In regulating wetland activities,
41 the ACE consults with other agencies and organizations including but not limited to U.S. Fish
42 and Wildlife and State Department of Fish and Game.

43
44 EN Program 9.1: The City shall establish programs and ordinances that develop
45 a process for determining, regulating and permitting wetlands.

1 EN Policy 10 Wetlands Ecology. Preserve and enhance wetlands ecology.

2
3 EN Program 10.1: Establish a Wetlands Protection Overlay Zone for wetlands
4 as defined in EN Policy 9. Include provisions to extend the boundary of the
5 Wetlands Protection Overlay Zone where critical habitat areas (including
6 uplands) and riparian vegetation exist or to reduce the boundaries if physical
7 conditions so warrant. Establish standards and require a permit for any
8 excavation, filling, or grading; removal or planting of vegetation; construction,
9 alteration, or removal of any structure; or alteration of any embankment that is
10 proposed in a Wetland Protection Overlay Zone. Permits shall include
11 mitigations to protect wildlife and to protect and replace native vegetation, and
12 shall take into account aesthetic, scenic, environmental, and recreational
13 benefits.

14
15 EN Program 10.2: Require development plans to avoid wetlands to the
16 maximum extent feasible. If development is permitted within wetlands, require
17 mitigation at 2:1 replacement to provide wetland habitat of the same type as the
18 lost habitat. Require off-site mitigation of wetlands impacts in cases where on-
19 site mitigation is not possible. Off-site mitigation sites should be as close to the
20 project site as possible.

21
22 *See also LU Policy 9 for consideration of Constraints Analysis of wetlands*
23 *areas, and policies and programs in other sections of the Environment Chapter.*
24 Implementation of this program should be coordinated with the appropriate state
25 and federal authorities.

26
27 EN Program 10.3: Encourage wetlands restoration where appropriate.

28
29 *Restoration of historic wetlands such as those at the Hamilton Field runway is*
30 *contributing towards restoring those lands that experienced a significant loss*
31 *(over 80 percent) in the Bay Area.*

32
33 **EN Objective 3 Preserve, protect, and enhance bayfront areas.**

34
35 EN Map 2, Bayfront Areas, shows the historic shore of San Pablo Bay. Areas near the Bay
36 include wetlands, habitat areas for endangered plant and animal species, streams, and lands
37 that are at risk for damage from flooding and earthquakes. Careful regulation of development
38 is necessary to protect environmental resources and minimize the effects of natural hazards.
39 Many diked historic bayfront areas are used for agriculture.

40
41 EN Policy 11 Bayfront Overlay Zone. Establish a Bayfront Overlay Zone to preserve and
42 enhance natural and historic resources, including wildlife and aquatic habitats, tidal marshes,
43 seasonal marshes, lagoons, wetlands, agricultural lands and low-lying grasslands overlaying
44 historic marshlands. The Bayfront Overlay Zone will be established as part of the adoption of
45 the General Plan and all policies related to this zone (EN Policies 11-17) are effective with Plan
46 adoption.
47

BAYFRONT AREAS

Scale: 1" = 4000'



Historic Bay

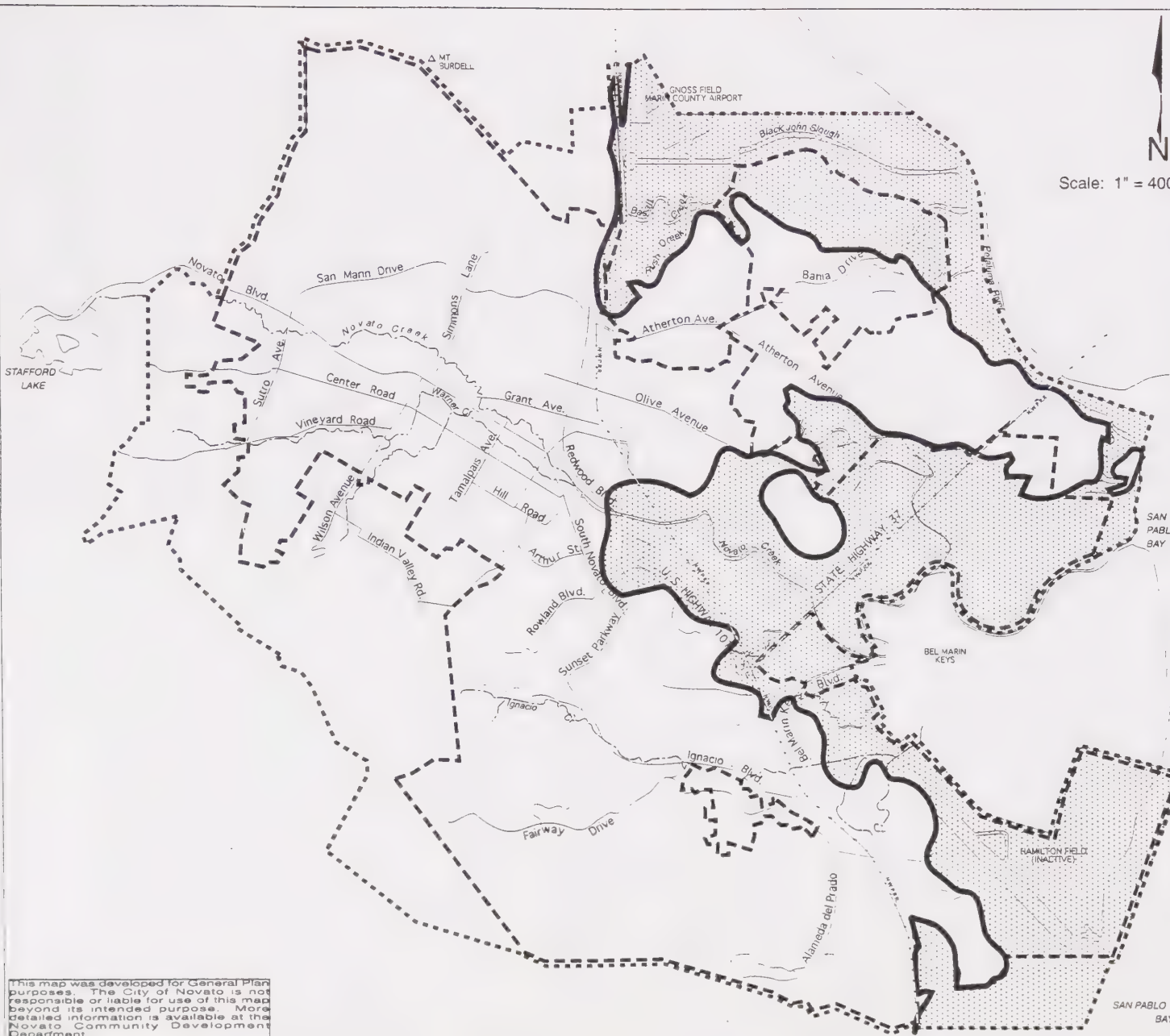
Denotes areas that were historically marsh or open water. Certain properties have been filled to be above the historic water level. Detailed mapping of remaining wetlands (including marine, estuarine, riverine, lacustrine, and palustrine wetlands) is contained in the *Atlas of National Wetlands Inventory Maps for Marin County* on file with Novato Community Development Department.

NOTE: The information presented in this map is schematic only. More detailed maps with this information are on file at the Community Development Department

SOURCE: Nichols and Wright, 1971

City of Novato
GENERAL PLAN

----- City Limit Line
 Sphere Of Influence



This map was developed for General Plan purposes. The City of Novato is not responsible or liable for use of this map beyond its intended purpose. More detailed information is available at the Novato Community Development Department

1 EN Program 11.1: Revise the Zoning Ordinance to include a Bayfront Overlay
2 Zone consisting of bayfront areas as shown on EN Map 2, excluding land that
3 has been filled or legally developed. Permit uses in accordance with the
4 underlying General Plan designation and Zoning District that are consistent with
5 the other specific regulations pertaining to the Overlay Zone, recognizing the
6 range of values which may characterize different areas.
7

8 *See LU Policy 9 regarding Constraints Analysis of Bayfront Areas.*
9

10 EN Policy 12 Bayfront Area Protection. Regulate development in the Bayfront Overlay Zone
11 so that it does not encroach into wetlands or sensitive wildlife habitats, provided that this
12 regulation does not prevent all use of a property. Discourage human activity that damages
13 fisheries, or habitat for birds, fish or other wildlife.
14

15 EN Program 12.1: All new development within the Bayfront Overlay Zone shall
16 provide a buffer between wetlands and the development. The buffer shall be of
17 sufficient width to protect wetland habitat values. The buffer will be
18 commensurate with the habitat value and it will be established as part of a site-
19 specific decision.
20

21 EN Program 12.2: Encourage protection of migratory and other birds,
22 anadromous fish and endangered species.
23

24 EN Policy 13 Views. Encourage protection of visual access to the San Pablo Bay Shoreline
25 and the Petaluma River. EN Map 3, Scenic Resources.
26

27 EN Program 13.1: Establish design guidelines for the Bayfront Overlay Zone.
28 Consider guidelines for signs, protection of views, and requiring design review
29 for all development in the area.
30

31 EN Policy 14 Tidal Areas. Cooperate with State and Federal agencies to ensure that areas
32 subject to tidal action remain in their natural state.
33

34 EN Policy 15 Agriculture in Bayfront Areas. Encourage the continuation of agricultural uses
35 in Bayfront Areas that do not adversely affect wetlands or sensitive wildlife habitats and do not
36 damage fish habitat.
37

38 EN Program 15.1: Work with the County to establish programs that will
39 encourage agriculture that does not degrade the environment along the bayfront
40 or cause pollution of Bay waters.
41

42 EN Policy 16 Public Access and Water-oriented Uses. Encourage public access to shoreline
43 areas, consistent with wildlife and habitat protection and safety considerations. Allow water-
44 oriented uses such as public access, docks and piers, and low-intensity recreational and
45 educational activities which provide or protect wetland or wildlife habitat, and which do not
46 require diking, filling, or dredging. Encourage restoration to tidal status, and seasonal wetlands.
47 Allow use of shoreline areas for flood basins, and wastewater reclamation.
48

49 *Where feasible, the City will accept dedicated public access easements, to be*
50 *improved and maintained by the City, provided City funds are available. These*

1 easements should separate public access from habitat areas. The design of
2 paths and viewpoints should minimize conflicts between public and private uses.
3

4 EN Policy 17 Inter-Agency Coordination. Facilitate coordination and consultation with other
5 agencies with jurisdiction over the bay in the review of development and conservation proposals
6 in the Bayfront Overlay Zone.
7

8 EN Program 17.1: Provide information to applicants about agencies with
9 jurisdiction over bayfront lands.
10

11 Wildlife and Native Plant Protection

12
13 **EN Objective 4** **Preserve and protect native plant and animal species and their**
14 **habitat.**
15

16 *Protecting the diversity of plant and animal species is important to the environmental health of*
17 *the community. The Novato area contains important habitat areas and wildlife corridors in*
18 *hillsides, along streams, and along the Bay.*
19

20 EN Policy 18 Species Diversity and Habitat. Protect biological resources that are necessary
21 to maintain a diversity of plant and animal species.
22

23 EN Program 18.1: Develop standards and mitigations to help ensure protection
24 of native plant and animal species and their habitat, including the preservation
25 and enhancement of wildlife corridors and edge habitats.
26

27 EN Policy 19 Special Status Species. Cooperate with State and Federal Agencies to ensure
28 that development does not substantially adversely affect special status species appearing on
29 the State or Federal list for any rare, endangered, or threatened species. The environmental
30 documentation will screen for the Federal Candidate Species, plants listed on lists 1A, 1B, or
31 2 of the California Native Plant Society (CNPS), inventory of rare and endangered vascular
32 plants of California and animals designated by CDFG as species of special concern or their
33 current equivalent.
34

35 Agriculture

36
37 **EN Objective 5** **Encourage continued agricultural use.**
38

39 Encouraging agricultural uses is a complex task that involves, for example, maintaining parcel
40 sizes large enough to sustain agricultural production; preventing conversion of agricultural land
41 to non-agricultural uses; discouraging uses that are incompatible with agricultural activities;
42 implementing programs that assist agricultural operators and owners to maintain and improve
43 agricultural productivity of their land; and assisting local marketing of locally-produced
44 agricultural products. Most of the agricultural land in the Novato area is outside the City limits,
45 although some agricultural activity still takes place inside Novato.
46

1 EN Policy 20 Agricultural Lands. Encourage preservation of agriculture.

2
3 EN Program 20.1: Coordinate with the County of Marin to maintain policies to
4 protect agricultural land.
5

6 EN Program 20.2: Revise development regulations as required to preserve
7 agricultural and maricultural activities on lands designated for agricultural use,
8 by retaining or establishing very low density zoning categories; by specifying
9 appropriate land uses in agricultural and maricultural areas; and by requiring
10 clustering of development for maximum protection of lands. (Refer to Land Use
11 Chapter.)
12

13 EN Program 20.3: Assist public agencies or a non-profit land trust in the
14 acquisition of conservation easements on agricultural lands in the Novato area.
15

16 EN Program 20.4: Develop appropriate City policies and programs to protect
17 the right to farm and agricultural land.
18

19 EN Policy 21 Environmental Impacts of Agriculture. Encourage agricultural activities that
20 minimize adverse effects on environmental resources.
21

22 EN Program 21.1: Permaculture. Encourage permaculture, the conscious
23 design and maintenance of agriculturally productive ecosystems, which have the
24 biodiversity, stability, and resilience of natural ecosystems, in the project design
25 of developments and the activities of public agencies in the Novato area.
26

27 EN Policy 22 Mariculture. Consider maricultural use, the cultivation of marine organisms in
28 their natural environment, of tidelands and on-shore production areas where possible along the
29 shore of the Bay.
30

31 **Woodlands**

32
33 **EN Objective 6 Preserve, protect, and enhance native woodland areas.**
34

35 EN Policy 23 Native Woodlands. Maintain age and species diversity of native woodlands, and
36 preserve the health of trees and other vegetation wherever feasible.
37

38 EN Program 23.1: Require replacement of native trees/woodland with native
39 species when projects result in the loss of woodland habitat.
40

41 *(See EN Program 26.1)*
42

43 EN Policy 24 Trees on Public Land. Protect native woodlands and significant trees on public
44 lands by planting additional trees needed to maintain age and species diversity, ensuring the
45 proper and timely pruning of trees, and removing non-native species, particularly if they are
46 invasive.
47

EN Program 24.1: Consider adopting a Tree Management Program, establishing varieties, size and spacing requirements, maintenance standards, and priority planting schedules.

Funding for such a program may be available from Federal forestry and transportation-related grants, State grants, assessment district funds, and other public and private sources.

EN Policy 25 Trees on Private Property. Encourage and, where appropriate, require actions by private property owners to protect the health of native woodlands and trees.

EN Program 25.1: Continue requiring the planting of trees in parking lots to provide shade and visual screening.

(The Community Identity Chapter has additional policies relating to landscaping parking areas.)

EN Program 25.2: Develop educational programs to inform property owners of good tree management practices.

EN Program 25.3: Adopt a tree preservation ordinance that incorporates the City's Heritage Tree Ordinance.

EN Policy 26 Trees in New Development. Require that the site planning, construction and maintenance of development preserve existing healthy trees and native vegetation on site to the maximum extent feasible. Replace trees and vegetation not able to be saved.

EN Program 26.1: Consider amending the City's Zoning Ordinance and other regulations to improve policies for tree and native vegetation preservation, planting, maintenance, and replacement.

Scenic Resources


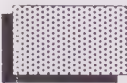

EN Objective 7 Protect visual values on hillsides, ridgelines, and other scenic resources.

EN Map 3, Scenic Resources, shows areas characterized by the significant ridgelines, hillsides, and other scenic elements that help to form the visual character of Novato and that define community separators. It is important that development be located and designed in such a way that these resources are protected.

EN Policy 27 Scenic Resources. Protect visual values on hillsides, ridgelines, and other scenic resources.

EN Program 27.1: Establish a Scenic Resources Overlay Zone to protect visual values on hillsides, ridgelines, and other scenic resources. Existing policies would remain in effect until the Overlay Zone is established.

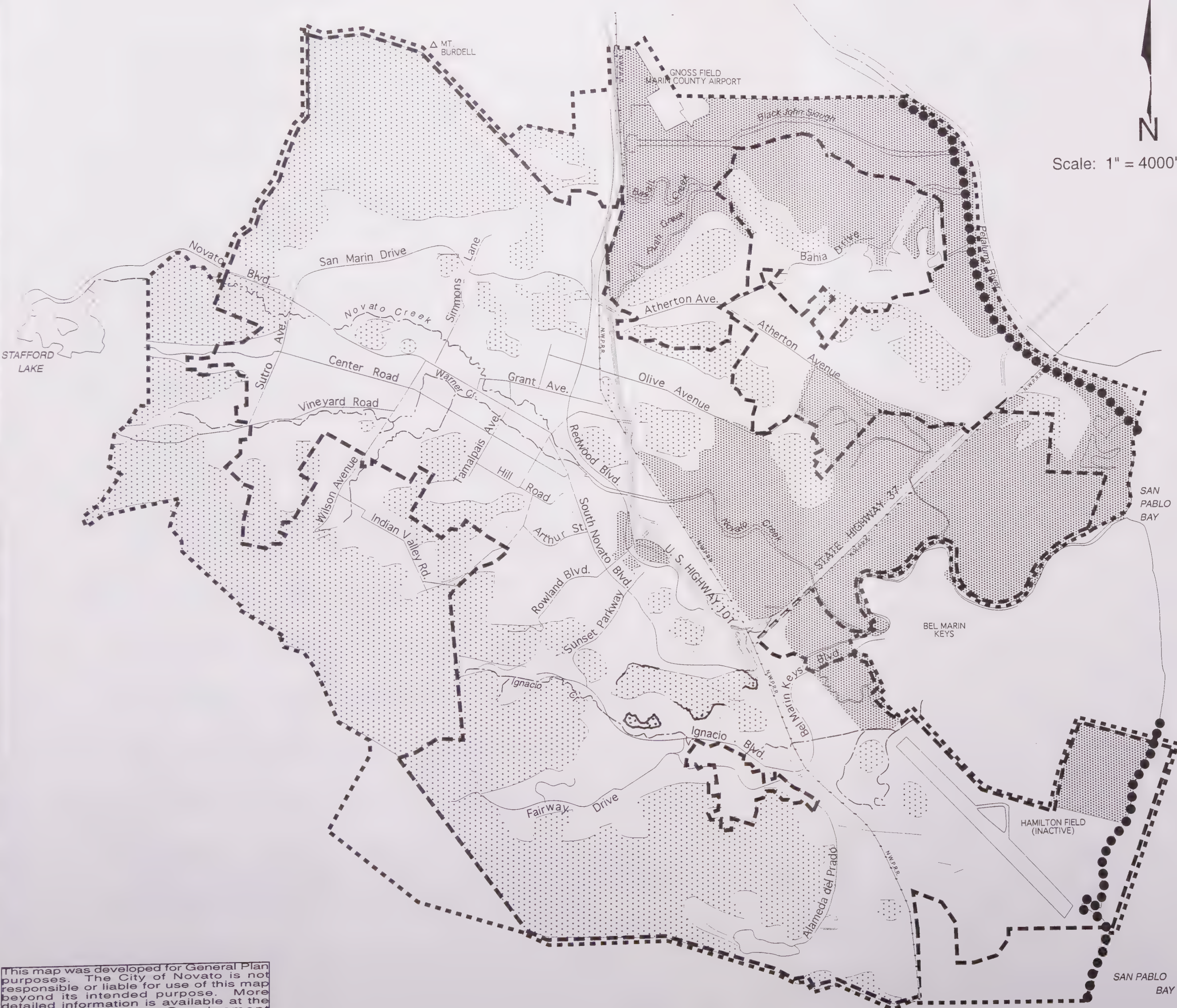
SCENIC RESOURCES

-  Scenic Hills and Ridges
-  Other Scenic Areas
-  Shoreline

SOURCE: City of Novato General Plan (1981)

City of Novato
GENERAL PLAN

-  City Limit Line
-  Sphere Of Influence



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This ordinance would include development standards and measures for hillsides and scenic ridgelines. A slope density regulation which decreases allowable development densities as slope increases would be a practical method to protect hillsides. Refer to the Safety and Noise Chapter for additional policies and programs dealing with development controls for unstable slopes.

Energy Conservation

EN Objective 8 Reduce dependence on non-renewable energy and materials.

EN Policy 28 Energy Conservation. Consider land use patterns and policies that promote energy conservation.

The Land Use Chapter encourages mixed use projects in and near the Downtown and in neighborhood shopping centers. The Transportation Chapter contains policies and programs that encourage reductions in the use of single-occupant vehicles and encourage the use of bicycles and other travel modes that do not consume fossil fuels.

EN Policy 29 Energy Conservation Measures in Buildings. Reduce energy consumption by requiring structures to meet the energy conservation requirements stipulated in the State Building Code and State Title 24 regulations.

EN Program 29.1: Adopt a program to encourage retrofitting of energy-saving features in existing structures by providing information, technical assistance, and other incentives.

EN Program 29.2: Review, and if necessary revise, planning and regulatory documents to ensure if they adequately promote energy efficiency, make use of sustainable renewable resources, and protection of solar access.

EN Policy 30 Energy Efficiency in Public Programs. Assure energy efficiency in local government operations.

EN Program 30.1: Continue to conduct energy management studies to evaluate opportunities for energy savings and use of local renewable sources.

EN Program 30.2: Incorporate energy conservation measures in the design of capital improvement projects.

EN Program 30.3: Consider using electric, zero-emission vehicles or alternative fuel and alternate energy efficient building materials.

EN Policy 31 Development Review Process. Consider energy conservation in the development review process.

EN Program 31.1: Consider adopting a solar access ordinance that would require all development applications to be reviewed for potential energy conservation measures and design, including site orientation, building design and aesthetics and use of materials, landscaping and solar access.

1 EN Program 31.2: Make available to the public PG&E literature and other
2 information on energy conservation and energy efficient design.

3
4 EN Program 31.3: Analyze energy consumption aspects of site design and
5 service delivery, such as drive-up windows.

6
7 EN Program 31.4: Encourage use of alternative energy-efficient building
8 materials.

9 10 **Air Quality**

11 12 **EN Objective 9 Work to protect and improve air quality.**

13
14 *Refer to the Transportation Chapter for additional policies and programs regarding air quality.*

15
16 EN Policy 32 Regional Planning to Improve Air Quality. Continue to cooperate with the Bay
17 Area Air Quality Management District (BAAQMD) in implementing the regional Clean Air Plan.

18
19 EN Program 32.1: Use the environmental review process to determine whether
20 air emissions from proposed development would exceed BAAQMD standards.

21
22 EN Program 32.2: If fireplaces or wood burning stoves/heaters are installed in
23 new development, these fireplaces, stoves, and/or heaters shall meet the most
24 current EPA standards regarding particulate emissions.

25
26 EN Program 32.3: The City shall monitor new development to ensure that
27 projections made in the Draft General Plan are not exceeded. If there is
28 substantial increase in development over projections; then the City shall
29 investigate additional transportation, land use, and air quality beneficial
30 measures to improve air quality.

31
32 EN Policy 33 Vehicle Trips. Encourage transportation facilities and modes that minimize motor
33 vehicle use.

34
35 EN Program 33.1: Develop program for trip reduction and implement as
36 permitted by law.

37
38 EN Policy 34 Local Efforts. Encourage local efforts to improve air quality.

39
40 EN Program 34.1: Use the City's development review process and California
41 Environmental Quality Act (CEQA) regulations to evaluate and mitigate the local
42 and cumulative effects of new development on air quality.

43
44 EN Program 34.2: Continue to include responsible agencies in the review of
45 proposed land uses that would handle, store or transport any potential air
46 pollutant sources such as, but not limited to, lead, mercury, vinyl chloride,
47 benzene, asbestos, beryllium, and all fossil fuels.

EN Program 34.3: Continue to require and enforce a dust emissions control plan for construction.

EN Program 34.4: Review all new industrial development for potential air quality impacts on sensitive receptors. Require adequate buffer zones between industrial development and sensitive receptors to ensure public health and to prevent odor-based nuisance.

EN Program 34.5: Support a strong street tree planting and community forest component of the proposed Tree Preservation Ordinance and tree management program to help improve local air quality.

Water Resources

EN Objective 10 **Preserve, protect, and enhance water resources.**

Reduce urban runoff pollutants that enter storm drains and infiltrates groundwater resources. Urban runoff pollution prevention is also accomplished by policies and programs in this chapter relating to wetlands and bayfront areas and riparian corridors.

Refer to the Public Facilities and Services Chapter for policies and programs regarding potable water quality.

EN Policy 35 Watershed Management. Minimize the effects of pollution in stormwater runoff. Retain and restore where feasible the natural hydrological characteristics of watersheds in the Novato Area of Interest.

EN Program 35.1: Continue to implement the Clean Stormwater Ordinance. As budget allows, increase storm drain maintenance to reduce urban runoff pollutants and increase street sweeping programs.

The City Council adopted the erosion and sedimentation controls in ABAG's "Manual of Standards for Erosion and Sediment Control Measures" in June 1995.

The City participates in the Marin County Stormwater Pollution Protection Program, designed to substantially reduce pollution, and minimize hydrological changes due to development and urbanization of watersheds. Federal mandates determine the basic level of participation and requirements of this program.

EN Policy 36 Point Source Pollution. Continue to prohibit discharges of any substances other than stormwater and prevent illicit dumping of wastes into storm drains and creeks.

EN Program 36.1: Investigate reports or evidence of illicit discharges or dumping into creeks or storm drains and work with the appropriate state and local agencies to determine causes and take measures to prevent such occurrences.

EN Policy 37 Using CEQA to Reduce Water Quality Impacts. Use the provisions of the California Environmental Quality Act (CEQA) process to identify measures to prevent erosion, sedimentation, and urban runoff pollution resulting from development.

EN Program 37.1: Include analysis and mitigation measures to reduce the harmful effects of runoff as part of project review.

Solid Waste Reduction

EN Objective 11 Reduce the volume of solid waste generated by the City.

EN Policy 38 Solid Waste Reduction. Encourage solid waste reduction methods.

EN Program 38.1: Continue working toward implementing AB 939. The California Integrated Waste Management Act of 1989.

Responsibility: Central Administration

EN Program 38.2: Consider enacting ordinances that increase recycling, reuse, and waste reduction. This includes recycling of green waste, construction debris, etc.

EN Program 38.3: Purchase goods containing recycled materials for City use wherever feasible.

EN Program 38.4: Revise the Zoning Ordinance to allow a solid waste recycling transfer station and/or a Materials Recovery Facility MRF to locate in the Light Industrial and the Public Utilities Zoning Districts with Conditional Use Permit approval.

EN Program 38.5: Consider locating a compost facility within the City of Novato.

Responsibility: Central Administration

EN Policy 39 On-Site Recycling Areas. Require on-site areas for recycling in commercial/retail, office and multi-family residential developments as required by State law.

EN Program 39.1: Evaluate and revise the City ordinance to implement State requirements for recycling, requiring all commercial/retail, office and multi-family developments to provide on-site drop-off areas. Coordinate with the City's refuse disposal contractor or other recycling services to ensure regular pick-up.

EN Program 39.2: Encourage development to provide for areas for storage of recyclables in the design of new development and remodeling.

EN Program 39.3: Consider requiring in the ordinance a debris and reuse plan for recycling on construction sites and to include recycling of existing materials on site and construction materials. The Plan would require estimating the amount of construction derived solid waste the project will generate, identifying

the market opportunities for recycling and reuse and developing a strategy and action plan to recycle and reuse material.

Mineral Resources

EN Objective 12 Designate mineral resources.

EN Policy 40 Mineral Resources. Designate mineral resources as required by the State Division of Mines and Geology as mineral resource sites.

EN Program 40.1: Use the environmental review process to determine areas that are potential mineral resources.

Open Space

Protection and acquisition of Open Space can be accomplished through public purchase, or through negotiated transfers of various types, including through development review.

EN Objective 13 Preserve open space for the protection of natural resources.

EN Policy 41 Open Space of Countywide and Local Importance. Protect designated open space of Countywide and local significance in the Novato area.

The Marin Countywide Plan designates portions of the following areas: Ridgelines (Community Separators): Big Rock Ridge, St. Vincent's, Pinheiro Ridge, and Mount Burdell; Water Edge Lowlands; San Pablo Bayfront; Novato Creek/Black Point and Petaluma River; Watercourse Areas: Arroyo San Jose, Novato and Warner Creeks; Safety Zone, Gness Field. (See EN Map 1: Waterways, EN Map 2: Bayfront Areas, and EN Map 3: Scenic Resources and EN Map 4, Open Space. The City will identify open space of local significance.

EN Program 41.1: Continue to work with the Marin County Open Space District to establish a preservation plan for open space.

EN Program 41.2: Coordinate with the Marin County Open Space District to establish a funding program to acquire and maintain open space of local importance.

EN Program 41.3: Work with state and federal agencies and non-profit organizations to obtain funds for acquisition of significant open space.

EN Program 41.4: Identify open space of local importance and prioritize for acquisition. Develop a strategy for local funding and donations. Provide technical assistance to property owners to establish assessment districts or other mechanisms to acquire open space.

EN Policy 42 Specific Use Objectives for Open Space. Protect publicly-owned open space areas in their natural state; limit uses to those with a minimal adverse environmental impact.

EN Program 42.1: Establish standards for the management and maintenance of City-owned open space.

EN Program 42.2: Establish an annual City open space maintenance and environmental needs inventory, and include a budget for open space maintenance.

EN Policy 43 Access to Open Space. Provide public access to public open space in a manner compatible with the preservation and enhancement of the natural environment.

EN Program 43.1: Provide access to public open space through the review of development proposals in adjacent areas.

Parks and Trails

EN Objective 14 Provide an attractive and comprehensive system of parks and trails throughout the city to meet the recreational needs of the entire community.

EN Policy 44 Park and Recreation Facilities. Develop and maintain to the maximum extent possible given available resources a system of parks to meet the needs of Novato residents.

EN Program 44.1: Review the 1992 report Target 2000 and develop an updated Master Plan for Parks and Recreation facilities. (See *Novato Neighborhoods* Appendix for more detailed recommendations.)

Responsibility: Community Services Department

Refer to EN Map 6 which shows future major park development.

EN Program 44.2: Coordinate recreation programs with the Novato Unified School District, the Community College District, other public and non-profit agencies, and commercial recreation facilities.

Responsibility: Community Services Department

EN Program 44.3: Evaluate parking and facilities for transit access at all recreation facilities.

Responsibility: Community Services Department

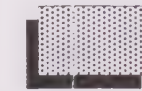
EN Program 44.4: Require design of screening, lighting, and noise protection to reduce impacts on nearby neighborhoods.

Responsibility: Community Services Department

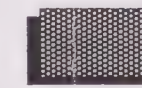
OPEN SPACE

Scale: 1" = 4000'

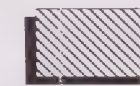
OWNERSHIPS



State of California, Marin County Open Space District (MCOSD) and the City of Novato (includes City parks)



Marin County Flood Control District, Las Gallinas Sanitary District, Novato Sanitary District, and Scenic Easements (Private Open Space)



Potential Open Space on Hamilton Field

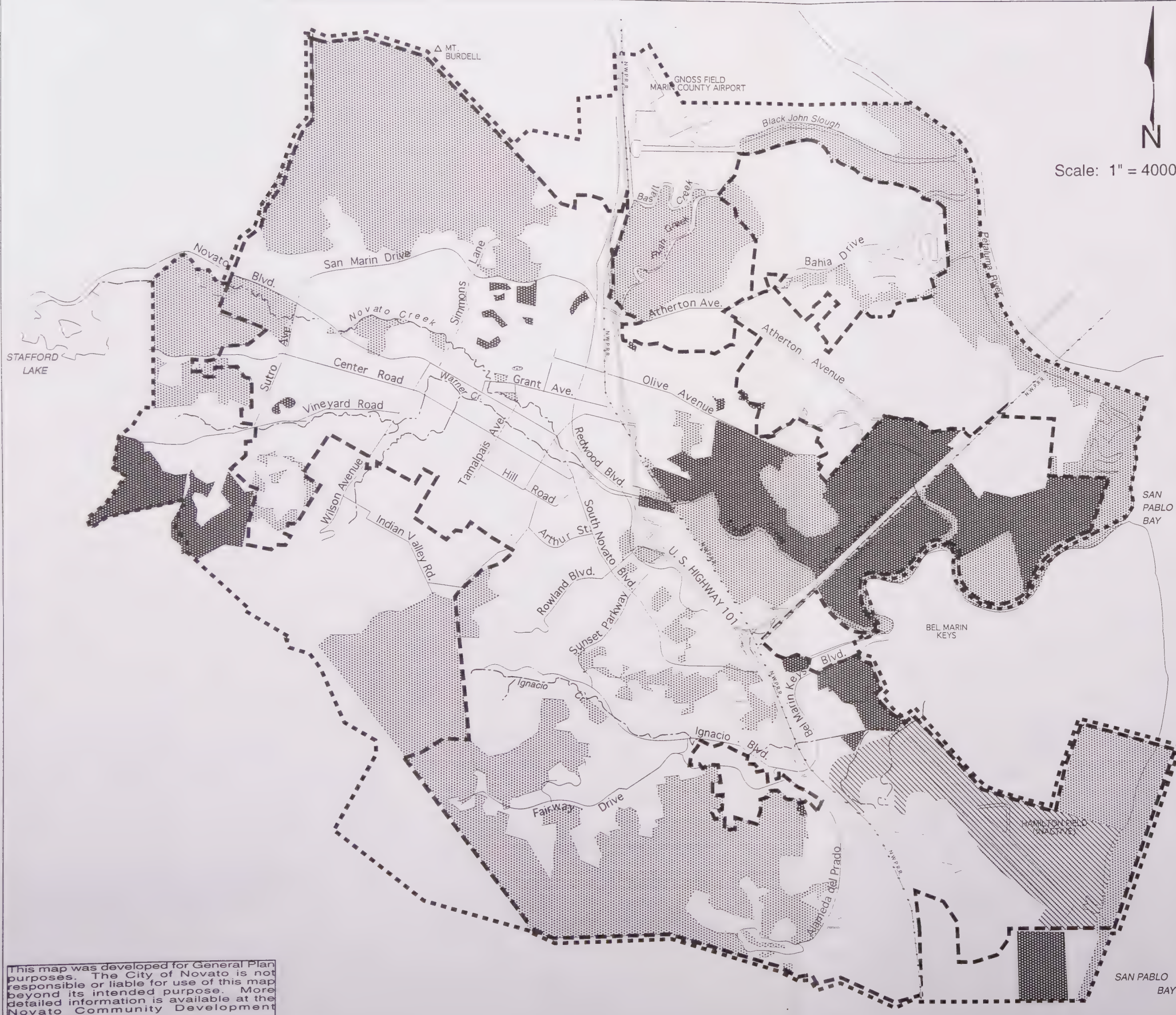
NOTE: The information presented in this map is schematic only. Map does not show all Scenic Easements. It does not include properties less than 5 acres in size. More detailed maps with this information are on file at the Community Development Department

SOURCE: Mapping prepared by MCOSD (1991), and City of Novato Land Use Data Base

City of Novato GENERAL PLAN



City Limit Line
Sphere Of Influence



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EN - MAP 5

PARK AND RECREATION FACILITIES AND TRAILS

-  Trailheads
-  Existing Trails
-  Bay Area Ridge Trail
-  Bay Trail
-  Facility Locations

MINI-PARKS (7.05 Acres)

- 1 Bahia Mini-Parks (6)
- 2 Creekside Park-Pacheco Valle
- 3 Joyce Street Tot Lot
- 4 Olive/Elmwood Tot Lot
- 5 Pansy Tong Low Tot Lot
- 6 Partridge Knolls Tot Lots (2)
- 7 Knoll Top Tot Lot
- 8 Hillside

NEIGHBORHOOD PARKS (13.20 Acres)

- 9 Arroyo Avichi Park
- 10 Marin Highlands Park
- 11 Lee Gerner Park
- 12 Marion/Stafford Grove
- 13 Slade Park

DISTRICT PARKS (24.75 Acres)



- 14 Josef Hoog Park
- 15 Miwok Park
- 16 Pioneer Memorial Park

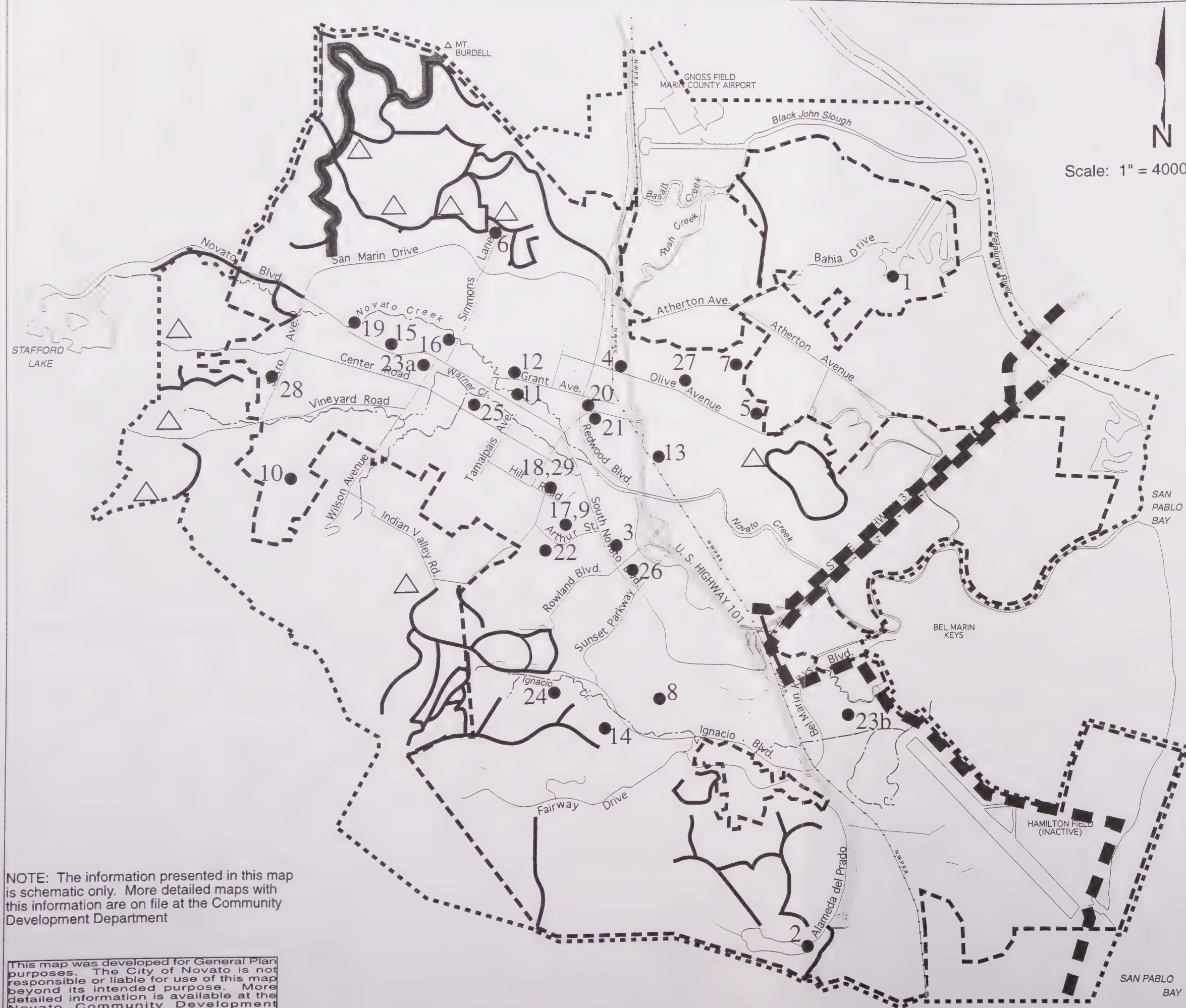
SPECIALIZED FACILITIES

- 17 Babe Silva Field
- 18 Hill Recreation Area, gym, community room
- 19 Marin Museum of the American Indian
- 20 Novato Community House
- 21 Novato History Museum
- 22 Novato High Pool
- 23a Novato Fitness & Gymnastics Center (Novato Blvd.)
- 23b Novato Fitness & Gymnastics Center (Bel Marin Keys)
- 24 Indian Valley Pool
- 25 Lu Sutton School Recreation & Pinheiro Field
- 26 Lynwood School Recreation Area
- 27 Olive/Hamman Field
- 28 Pleasant Valley School Recreation Area
- 29 Margaret Todd Senior Center (located at Hill Recreation Center)

SOURCES: Marin Countywide Plan, ABAG, Novato Parks & Recreation Department, Marin County General Plan, City of Novato

City of Novato GENERAL PLAN

-  City Limit Line
-  Sphere Of Influence



NOTE: The information presented in this map is schematic only. More detailed maps with this information are on file at the Community Development Department

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Future Park Development

8-1 Facility Locations

DISTRICT 1

- 1-1 SAN ANDREAS SITE - NEIGHBORHOOD PARK
- 1-2 CREEKSIDE PARK(S) - PUBLIC ACCESS ON NOVATO CREEK

DISTRICT 2

- 2-1 O'HAIR SITE - COMMUNITY PARK
- 2-2 WESTERN EXPANSION OF O'HAIR PARK; FUTURE GREENWAY - O'HAIR PARK TO STAFFORD LAKE

DISTRICT 3

- 3-1 PACHECO VALLE - NEIGHBORHOOD PARK
- 3-2 PELL SITE - NEIGHBORHOOD PARK
- 3-3 PELL PARK SITE (SOUTH NOVATO BLVD.)
- 3-4 SPYGLASS SITE - NEIGHBORHOOD PARK

DISTRICT 4

- 4-1 DOWNTOWN COMMUNITY CENTER, PERFORMING ARTS FACILITY
- 4-2 HISTORIC PARK SITE

DISTRICT 5

- 5-1 CITY/COLLEGE DISTRICT - LIGHTED ATHLETIC FIELDS, COMMUNITY POOL, TRAILS
- 5-2 SCOTTSDALE MARSH & POND - OUTDOOR EDUCATION/CONSERVANCY
- 5-3 LYNWOOD HILL - NEIGHBORHOOD PARK

DISTRICT 6

- 6-1 BAHIA II - NEIGHBORHOOD OR DISTRICT PARK

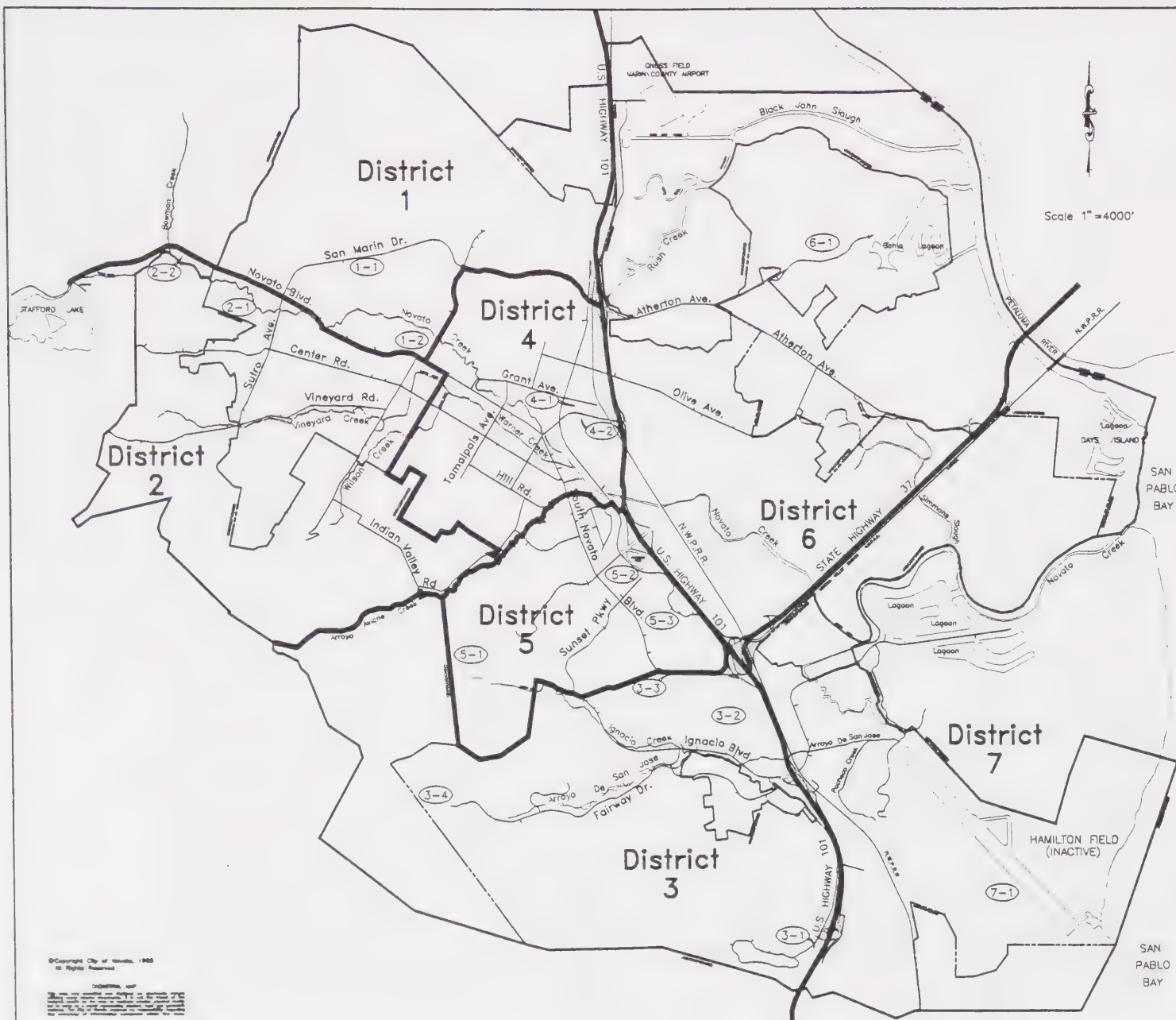
DISTRICT 7

- 7-1 HAMILTON - DISTRICT & NEIGHBORHOOD PARKS, COMMUNITY PLAYFIELDS

* DOES NOT INCLUDE PARK REHABILITATION OR MINOR PARK PROJECTS

SOURCE: City of Novato
Community Services Department

City of Novato GENERAL PLAN



1 EN Program 44.5: Review and update regulations establishing impact fees for
2 residential development to provide a fair share of the costs of park and
3 recreation facilities.
4

5 Responsibility: Community Services Department
6

7 EN Program 44.6: Conduct a nexus study to investigate the feasibility of
8 establishing impact fees for non-residential development to provide a fair share
9 of the costs of park and open space.
10

11 Responsibility: Community Services Department
12

13 EN Program 44.7: Consider geoseismic and other potential hazards prior to City
14 acceptance of dedications of land for park or open space. Identified hazards
15 shall be fully repaired and/or financial protection for liability provided to the City
16 before acceptance of land.
17

18 EN Policy 45 Community and Neighborhood Parks. Consider implementing planning and
19 funding for community parks. Encourage neighborhood parks emphasizing homeowner
20 association ownership.
21

22 EN Program 45.1: Consider requiring developers to provide neighborhood parks
23 in keeping with their project and also contribute toward communitywide parks
24 consistent in the anticipated use of community facilities by potential residents of
25 the proposed development.
26

27 EN Program 45.2: Consider evaluating existing underdeveloped park sites for
28 feasibility of developing as community parks or consideration of other options
29 such as neighborhood ownership or open space.
30

31 EN Program 45.3: Identify locations for additional community parks.
32

33 EN Policy 46 Existing Park Land and Facilities. Continue to emphasize improvement of the
34 City's extensive holdings of undeveloped parkland over the acquisition of new land for parks
35 and open space.
36

37 EN Program 46.1: Develop a financial plan to improve undeveloped park land,
38 maintain existing facilities, and acquire land for new neighborhood parks .
39

40 Responsibility: Community Services Department
41

42 EN Policy 47 Hamilton Field. Develop and rehabilitate appropriate parks and recreation
43 facilities on portions of Hamilton Field that become City-owned.
44

45 EN Policy 48 Greenways. Provide a system of greenways, consisting of natural lands, wildlife
46 corridors, open space, watersheds, forests, landscaped borders, and landscaped pathways for
47 pedestrians and bicycles. Greenways should connect major open space areas, and habitat
48 areas including perimeter open space, creeks, Stafford Lake, O'Hair Park, and Scottsdale Pond,
49 with the developed parts of the City.
50

1 EN Program 48.1: Consider developing a Greenways Plan indicating locations
2 and design criteria for a City-wide system, including consideration of privacy
3 issues along creeks and in other developed areas and minimizing impacts on
4 wildlife.

5
6 Responsibility: Community Services Department
7

8 EN Policy 49 Annual Review of Open Space, Parks, and Trails Acquisition. Review the status
9 of open space, parks, and trails acquisition and development.

10
11 EN Program 49.1: Prepare a report for the City Council and the Parks and
12 Recreation Commission on the status of the acquisition and the improvement of
13 parks and trails, including a list of existing and proposed projects, estimated cost
14 and sources of funding. Determine what additional actions, if any, may be
15 necessary to implement the policies of this Chapter.
16

17 Responsibility: Community Services Department
18

19 EN Program 49.2: Develop a financial plan for the improvement and
20 maintenance of an urban trails system.

21
22 Responsibility: Community Services Department
23

24 EN Policy 50 Integrated Trails System. Facilitate the development of an integrated trails
25 system that connects regional trails, schools, open space, parks, recreation facilities, and
26 residential areas. (See Transportation Chapter.)

27
28 EN Program 50.1: Continue to develop and enlarge a comprehensive and
29 coordinated trails and paths system that serves both recreational and utilitarian
30 travel.
31

32 Responsibility: Community Services Department
33

34 EN Program 50.2: Consider the access needs of a variety of users, including
35 school-age children, the elderly, and those with disabilities when designing trails
36 and paths.
37

38 Responsibility: Community Services Department
39

40 EN Program 50.3: Minimize impacts to habitats and wildlife in planning,
41 construction and operation of trails.
42

43 EN Program 50.4: Require new developments to provide direct pedestrian
44 connections to parks and trails and to dedicate portions of the mapped trail
45 system that extend through the property, consistent with nexus considerations
46 and applicable laws.
47

48 EN Program 50.5: Work with the Marin County Open Space District and the
49 Association of Bay Area Governments to implement the trail system described
50 in the Marin Countywide Plan and the Bay Trail.

1 *EN Map 5 shows the preferred alignment for the Bay Trail. The Bay Trail Plan*
2 *provides for an alternate alignment in case the preferred alignment cannot be*
3 *implemented. The alternate alignment follows the Northwest Pacific Railroad*
4 *line and is also planned as a Class I multi-use path.*

5
6 EN Program 50.6: Work with the Bay Area Ridge Trail Council to implement the
7 Novato portion of the Bay Area Ridge Trail, encircling San Francisco Bay on
8 ridge lines.

9
10 Responsibility: Community Development Department, Community Services
11 Department

12
13 *The Bay Area Ridge Trail is a proposed 400-mile multi-use trail system that will*
14 *connect 75 parks and public open spaces along the ridges with the communities*
15 *that encircle San Francisco Bay. In Marin County the system will mostly use*
16 *existing trails shown on the Countywide trails plan. The Ridge Trail is planned*
17 *to run along the perimeter of Novato on a yet to be determined route from Big*
18 *Rock Ridge to Mount Burdell. The City has endorsed the Bay Area Ridge Trail*
19 *and will participate in trail planning to assure the maximum recreational benefit*
20 *to area residents.*

21
22 EN Policy 51 Continue to work closely with the Rancho Olompali organization concerned with
23 planning and improving the historic park, and the State Parks Department to enhance the park.

24
25 Responsibility: Community Services Department

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V. Safety & Noise

CHAPTER V: SAFETY & NOISE

1. INTRODUCTION

This chapter combines two state mandated elements. The first section contains the Safety Element [Government Code § 65302(g)]. The second section contains the Noise Element pursuant to the Noise Element Guidelines of the Government Code [§ 65302(d)].

The Safety Section deals with the protection of the community from unreasonable risks associated with the effects of earthquake, landslides, slope instability, subsidence and other known geologic hazards, flooding, and building collapse. This section includes a map of known seismic and other geologic hazards and also addresses locally relevant safety issues such as;

- wildland and urban fires;
- flooding, storm drainage; and
- emergency response capacity.

A second purpose of this section is to guide land use planning and policy decisions to reduce safety risks and achieve an acceptable level of public protection from known natural and man-made hazardous events.

The Noise section identifies and evaluates community noise sources and problems. State law requires that a noise element consider noise generated from a number of different sources including, but not limited to, highways, local streets, public transit, airports, and industrial operations. In brief, the Noise section contains:

- a map of the future noise environment using CNEL (Community Noise Equivalent Level) contours;
- standards for indoor and outdoor noise exposure; and
- policies and implementation programs to mitigate major noise problems where possible, both at present and in the foreseeable future.

Each subject area in this chapter is presented with background information followed by objectives, policies and programs.

2. OBJECTIVES, POLICIES AND PROGRAMS, AND BACKGROUND INFORMATION

Seismic Hazards

Novato is located in one of the most seismically active areas of the nation. The western edge of the continental plates runs along the California shoreline, and the resulting stresses have produced a complex network of faults in California.

The only "active" fault in Marin County is the San Andreas Fault located 12-14 miles west of the City; this fault is subject to a maximum credible earthquake of 8.3 (Richter Scale). However, a recent study of earthquake hazard prepared by ABAG (ABAG, 1995) concludes that the chance of a major earthquake on the northern segment of the San Andreas Fault in the next 30 years is only 2 percent. An inactive fault, the Burdell Mountain Fault, crosses the northeastern portion of the City.

The Hayward Fault (located about eight miles east of the eastern edge of the Novato Sphere of Influence) and the Healdsburg-Rodgers Creek Fault located northeast of the City are both active faults with maximum credible earthquakes of 7.5 and 7.2 respectively. The ABAG report predicts the probability of an earthquake of a magnitude of 7.1 during the next 30 years on the Healdsburg-Rodgers Creek Fault as 0.22 (i.e., 22 percent chance) and for an earthquake of a magnitude of 7.1 on the northern Hayward Fault as 0.28 (i.e., 28 percent chance). The most severe earthquake effects in Novato would be from the Hayward Fault.

The bayfront and marshland areas of Novato are potentially hazardous to buildings. Silt and mud deposits have accumulated over 10,000 years in flat areas with elevations generally below sea level. Formerly much of these lands would flood during high tide. Some of these lands have been "reclaimed" through the construction of levees and drainage channels and used for urban development. During an earthquake, the sandy soils may become fluid-like, in a process known as liquefaction, greatly increasing the potential damage to buildings. Urban development on bayfront areas is thus potentially exposed to a very high level of geologic risk and should be carefully planned in relationship to the geotechnical requirements of the site.

Potential hazards associated with earthquakes include:

- Rupture of the ground surface by displacement along faults.
- Shaking of the ground caused by passage of seismic waves through the earth.
- Ground failure induced by shaking, such as landslides, liquefaction, and subsidence of unstable ground, with associated effects, including fire and disruption of utilities and transportation routes.
- Tsunamis (often incorrectly called tidal waves) and seiches which occur in enclosed bodies of water such as reservoirs or lakes. This is an insignificant risk in Novato.

Seismic Effects on Structures and Public Facilities

The severity of damage to buildings from earthquakes is related to the intensity of ground shaking, soils and geologic characteristics, the type of building construction used, and other potential hazards listed above. The City of Novato does not have any critical facilities such as high occupancy buildings located in high-risk areas. A community hospital is proposed and has been approved for development on a site with fill over Bay mud. The hospital will be constructed to a hospital standard set by the Office of State Health, Planning and Development in consultation with the Office of the State Architect which takes into consideration location and occupancy. The state Building Standards for hospitals are more stringent than the Uniform Building Code used by cities. Seismic risk for these types of structures are resolved consistent with current known design factors prescribed through engineering practices and the applicable regulation of the regulatory authority. The land use pattern that has evolved in Novato has, in general, avoided high-risk areas.

The City of Novato is within Seismic Zone 4. The seismic zones are in order of magnitude with Seismic Zone 4 being the area of greatest risk. The Uniform Building Code (UBC) requires a higher safety factor for construction in Seismic Zone 4.

The Unreinforced Masonry Law passed by the State Legislature in 1986 (SB 547), requires all cities and counties to identify potentially hazardous unreinforced masonry buildings. The City has complied with this legislation and reported all unreinforced masonry buildings to the State Seismic Commission. Implementation of an inspection and reinforcement program has been completed to mitigate hazards associated with the seismic effects on most structures. Novato has one remaining unreinforced masonry building.

The seismic status of buildings by their seismic classification is summarized below:

- a. Emergency buildings (police and fire stations) have been constructed recently and have been built with earthquake damage mitigating features. The existing hospital is an older structure which poses an appreciable risk.
- b. Many of the high priority buildings (City buildings, schools, limited care facilities) are mostly of recent construction. Many are steel or wood-frame buildings which are the least susceptible to earthquake damage.
- c. The majority of high-use buildings (commercial and office buildings, apartment buildings of 50 or more units and churches) are of recent construction and were designed to Seismic Risk Zone 4 standards.
- d. Duplexes and the majority of housing in Novato have been built with one- to two-story wood-frame construction which has a high survivability in the event of an earthquake.
- e. Bridges across Highway 101 could be vulnerable in the event of a major earthquake.
- f. Many of the older historical structures have not been retrofitted to meet recent seismic building standards.

1 The varying levels of seismic and geologic risk within the Novato area posed by a hypothetical
2 earthquake on the Hayward Fault are illustrated by *SF Map 1: Earthquake Hazard*. SF Map
3 1A shows fault traces in Marin County and adjoining areas. A major earthquake would be
4 expected to cause considerable damage to transportation systems. Roads, bridges and
5 highway overpasses are susceptible to damage or failure in the event of a major earthquake.
6 Landslides would be intensified as a result of ground shaking, and could affect portions of the
7 roadway system located in landslide potential areas identified in *SF Map 2: Slope Instability*.
8 Seismic damage could also occur to treated water and sewage pipelines, gas pipelines, and
9 to telephone and power lines.

10
11 Effective planning and preparation can significantly reduce the risks and harmful effects of
12 earthquakes and other natural disasters.

13 **SF Objective 1 Reduce seismic hazards.**

14
15
16 SF Policy 1 Seismic Hazards. Reduce the risk of loss of life, personal injury and damage to
17 property resulting from seismic hazards.

18
19 SF Program 1.1: Continue to require geotechnical and engineering geology
20 reports by consulting Certified Engineering Geologists and/or Registered
21 Geotechnical Engineers for development proposals on sites in seismically and
22 geologically hazardous areas and for all critical structures. These reports should
23 include, but not be limited to: evaluation of and recommendations to mitigate the
24 effects of ground shaking, landslides, surficial debris flows, expansive soils,
25 subsidence and settlement, fault displacement, Bay mud areas, and all areas
26 shown on SF Map 1 as damage level moderate or heavy. Reference must also
27 be made to standard geological and geological hazards maps.

28
29 SF Program 1.2: Continue to require, as conditions of approval, measures to
30 mitigate potential seismic hazards for structures.

31
32 SF Program 1.3: Continue to require professional inspection of foundation and
33 excavation, earthwork and other geotechnical aspects of site development
34 during construction on those sites specified in geologic, and geotechnical
35 studies as being prone to moderate levels of seismic hazard, in accordance with
36 the current version of the Uniform Building Code.

37
38 SF Program 1.4: Continue to monitor and review existing critical, high priority
39 buildings to ensure structural compliance with seismic safety standards.



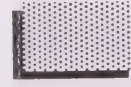

40
41 SF Program 1.5: Provide information to the public on ways to reinforce buildings
42 to reduce damage from earthquakes and what to do in the event of an
43 earthquake.

44
45 *Publications from the California Seismic Safety Commission may be used.*

46
47 SF Policy 2 Building in Areas with Significant Risk Potential. Discourage construction of high
48 density residential, and other critical, high-occupancy or essential services buildings in high risk
49 zones.
50

EARTHQUAKE HAZARD ZONES



NORTH HAYWARD EARTHQUAKE
MAGNITUDE 7.1

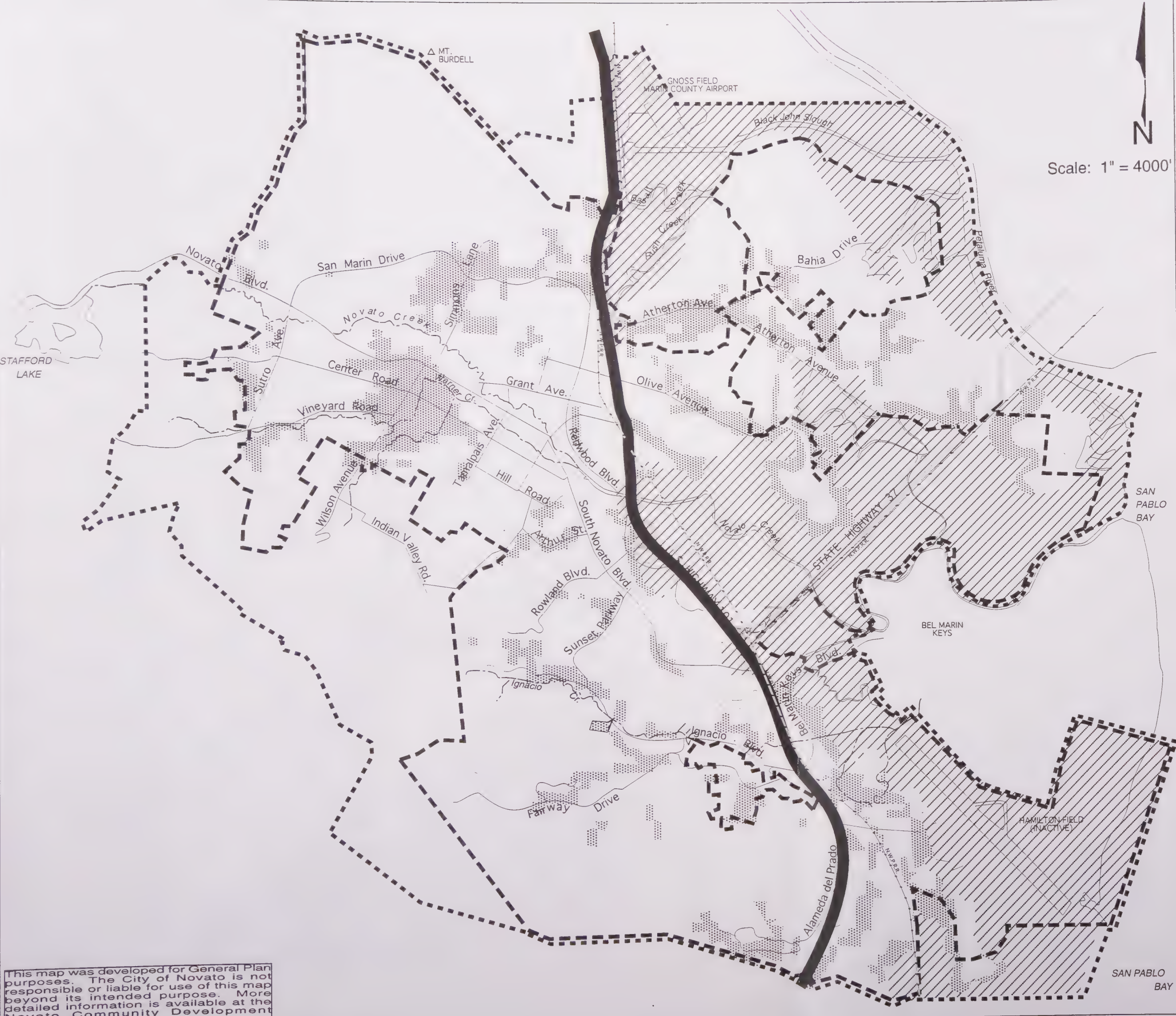
-  X - Damage Level Extreme
(Highway 101 is predicted to suffer extreme damage)
-  IX - Damage Level Heavy
-  VIII - Damage Level Moderate
-  Areas not shaded are of lesser hazard

NOTE: This map is schematic and should not be used to determine hazard at any particular location. See the detailed maps on file with the Novato Community Development Department.

SOURCE: *On Shaky Ground - City Maps*
City of Novato (ABAG, 1995)

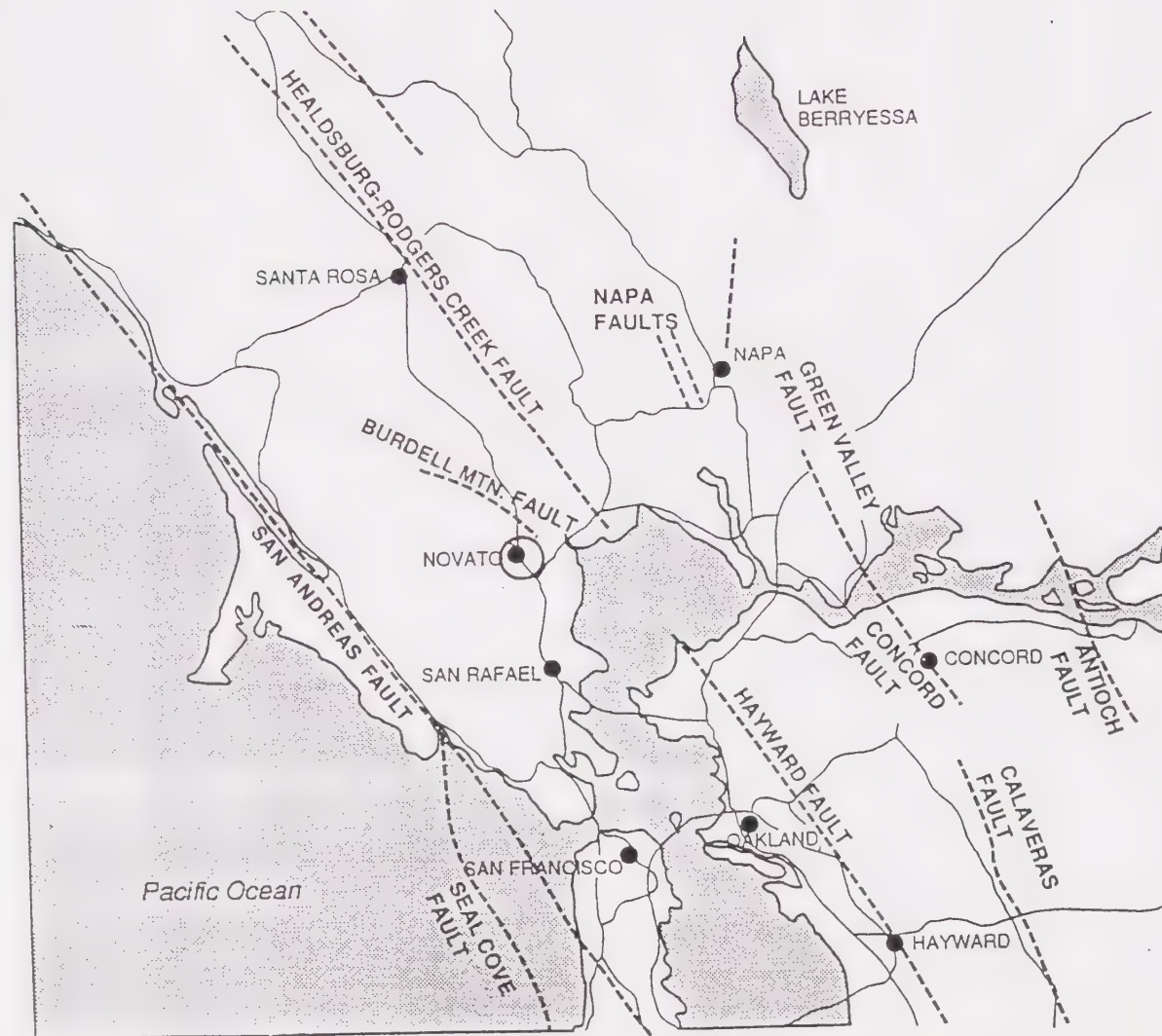
City of Novato GENERAL PLAN

-  City Limit Line
-  Sphere Of Influence



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FAULT TRACES IN
MARIN COUNTY AND
ADJOINING AREAS



SOURCE:

Calif. Div. Mines and Geology/Jennings

City of Novato
GENERAL PLAN

SF Program 2.1: Continue to require adherence to the Uniform Building Code for Seismic Risk Zone 4 in order to protect against seismic hazards.

SF Program 2.2: Establish setbacks from active or potentially active fault traces for structures intended for human occupancy.

There are no active faults identified in the Novato area. New information about faults may appear, however, in the future. The Alquist-Priolo Earthquake Fault Zones Act prohibits construction of new facilities within 50 feet of fault traces of designated active faults.

Non-Seismic Geologic Hazards

Potential hazards may be present when there are thick colluvial soils, soils on steep slopes, and expansive soils which, in the presence of moisture, swell and shrink when returning to a dry condition. This hazard is compounded when unstable colluvial soils overlay geologically unstable formations, such as fault zones prone to earthquakes. SF Map 2 identifies areas of slope instability.

Expansive soil hazards may also exist in areas with expansive soils which often cause cracking, heaving and break-up of pavements and concrete slab foundations. More information regarding the engineering geology of Novato is contained in publications by the California Division of Mines and Geology, available at the Community Development Department.

SF Objective 2 Minimize the risk of personal injury and property damage resulting from slope and soil instability.

Several types of downslope movements produce soil instability, including landslides, soil creep and debris flows. Landslides are the rapid slide of bedrock and/or overburden. Landslides are generally large and destructive, involving millions of tons of rock. Though landslides can be naturally occurring, a frequent cause of landslides in California is the undercutting of slopes for construction. Sometimes these types of landslides can be more expensive than naturally occurring slides because there is usually a road or building beneath them to be damaged or destroyed. Soil Creep is the slow downslope movement of overburden and is the most common type of downslope movement. Very commonly a creep will tilt trees, telephone poles, and fences. Debris flows are rapidly-moving thick mud flows which contain coarse-grained material.

Downslope movements may be triggered in many ways, including (1) undercutting of slopes, (2) surcharging of the slope so it cannot support its new weight, (3) strong shaking from earthquakes, and (4) loss of shear strength from water pressure, often due to intense rainfall.

SF Policy 3 Slope and Soil Instability. Continue to enforce existing regulations and procedures to identify potential hazards relating to geologic and soils conditions.

SF Program 3.1: Require evaluation of all slopes, unstable land, areas susceptible to liquefaction or settlement, and areas containing expansive soils for safety hazards prior to issuance of any discretionary approvals and require appropriate mitigation measures.

SF Program 3.2: Require that development in areas identified by SF Map 2: *Slope Instability* be evaluated and, as appropriate, supervised by a Certified Engineering Geologist or a registered Geotechnical Engineer.

SF Program 3.3: Require financial protection for public agencies and individuals as a condition of development approval where geological conditions indicate a potential for high maintenance costs.

The financial protection would ensure that developers of properties where geological analysis identifies a risk of high maintenance will have the resources to carry out such maintenance. This program would also serve to limit the City's liability, although none is assumed. Examples include bonds, liens, or other suitable security to ensure that landscaped slopes in areas with landslides or surficial debris flows are maintained to prevent hazardous movement. A geotechnical report prepared by a Certified Engineering Geologist or Registered Geotechnical Engineer would be required by the City.

SF Program 3.4: Require repair, stabilization, or avoidance of landslides, or areas of soil creep or possible debris flow as a condition of project approval.

SF Program 3.5: Review and consider revising the Grading Ordinance.

Flood Hazards

Much of the bayfront lands are in agricultural, conservation or open space uses and flood frequently. These areas are reclaimed marshlands which had been near high tide level when drained. Since reclamation, the loss of water within the Bay Mud has led to subsidence, and many areas are now below mean sea level and require pumping to drain. If levees and pumps are maintained, flooding in these areas represents minimal hazard to persons or structures. Most of these lands are shown on the Land Use Map for Agriculture, Conservation, or other low-intensity uses.

The frequency and severity of flooding has increased in recent years partly as a result of increasing urban development. As more land becomes covered with impermeable surfaces such as buildings, parking lots and roads, water cannot drain into the soil and surface runoff increases, thereby causing acute local flooding.

Novato Creek has a long history of flooding and is the main flood hazard to the community. Flooding along Novato Creek usually occurs in three stages; when the water levels rises above storm drains, resulting in flooded roads and lots; when Warner Creek and Arroyo Avichi rise and overflow their banks at the confluence with Novato Creek; and when Novato Creek itself rises to a level where it overflows at low points in its levees. In addition, localized flooding occurs periodically in certain locations. The frequency and severity of flooding has been reduced as a result of flood control improvements for Novato, Warner, and Avichi Creeks funded in 1985 and storm drainage projects funded in 1989.

Dam failure resulting from earthquakes is another potential source of flooding. Novato Creek Dam, an earth embankment constructed in 1951, is 71 feet high and under the jurisdiction of the California Division of Safety of Dams. This dam creates Stafford Lake, which has a capacity of 4,430 acre-feet of water. The dam, located upstream of Novato along Novato Creek at

SF - MAP 2

SLOPE INSTABILITY

 Lands With Landslides and Unstable Slopes

NOTE: This map depicts slopes with landslide and debris flow constraints. (i.e. Zone 4). For more detailed geologic conditions please refer to the 1974 mapping of slope stability in Novato (Salem J. Rice, on file with the Novato Community Development Department).

SOURCE: *Interpretation of the Relative Stability of Upland Slopes in the Western Part of the Novato Area, Marin County, California, and Interpretation of the Relative Stability of Upland Slopes in the Eastern Part of the Novato Area, Marin County, California, Rice (1974), California Division of Mines and Geology, map scale 1:1200.*

City of Novato GENERAL PLAN

----- City Limit Line
..... Sphere Of Influence



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Stafford Lake, is designed to withstand an earthquake with a magnitude of 8.25 on the San Andreas Fault with a design epicenter located 10 miles from the dam. The inundation zone in the hypothetical event of a sudden failure of the dam is on file with the North Marin Water District and is in Appendix B of the General Plan.

The City has implemented a *Local Drainage Master Plan* to accommodate 25-year storm water flows which have a 4% chance of occurrence in any given year. In 1989, the voters approved a bond measure to provide \$4.2 million funding for storm drainage improvements. In addition, the Marin County Flood Control and Water Conservation District has implemented major improvements since 1985 to prevent flooding from 50-year storms. These improvements include a detention pond at Deer Island on the lower portion of Novato Creek, and improvements to the channels of Novato Creek, Warner Creek and Arroyo Avichi.

The Federal Emergency Management Agency updated its Flood Insurance Rate Map (FIRM) in 1989 to reflect these improvements. The FIRM is reproduced schematically in *SF Map 3: Flood Hazards*.

SF Objective 3 Reduce flood hazards.

SF Policy 4 Enhanced Floodwater Storage. Support measures to manage, protect and increase the floodwater storage capacity where appropriate.

SF Policy 5 Use of Updated Flood Rate Insurance Maps. Use the Federal Emergency Management Agency's Flood Insurance Rate Maps [FIRM] to reduce risk of flooding; identify 100 Year Flood Events; and calculate flow rates within identified stream channels.

SF Program 5.1: Use current Flood Insurance Rate Maps in the review of development proposals.

SF Program 5.2: Continue to enforce the City's Flood Damage Prevention Ordinance.

SF Program 5.3: Continue to participate in the National Flood Insurance Program.

This program involves continuing to implement the regulations of City Code Chapters 5-31: Floodplain Insurance Requirements and Chapter 19-11.056(f): Combining Floodways Regulations.

SF Policy 6 Cooperation with Marin County. Continue to work with the Marin County Public Works Department to minimize negative impacts of storm runoff.

SF Program 6.1: Request that the County refer all development proposals located outside the City limits of Novato but within the Sphere of Influence to ensure that additional storm drainage runoff resulting from development occurring in unincorporated areas is adequately mitigated through improvements on site and downstream.

1 SF Policy 7 Funding Sources. Continue to cooperate with the Marin County Flood Control and
2 Water Conservation District and other Marin jurisdictions in pursuing all available sources of
3 funding to finance improvements to storm drainage facilities.
4

5 *See also PF Program 1.5 regarding storm drainage facility fees.*
6

7 SF Policy 8 Reducing Flood Hazards. Reduce flood risk by maintaining effective flood
8 drainage systems and regulating construction.
9

10 SF Program 8.1: Condition new development to maintain post development
11 peak runoff rate and average volume similar to the predevelopment condition,
12 to the maximum extent practicable.
13

14 SF Program 8.2: Require runoff rate/volume analysis of projects where deemed
15 necessary by City staff.
16

17 SF Program 8.3: Require all development in the 100 year flood zone to comply
18 with the Floodplain Zoning requirements in the Novato Municipal Code.
19

20 SF Program 8.4: Require approved projects to cover the costs of drainage
21 facilities needed for surface runoff generated.
22

23 SF Program 8.5: Require analysis of the cumulative effects of development
24 upon runoff, discharge into natural watercourses, and increased volumes and
25 velocities in watercourses and their impacts on downstream properties. Include
26 clear and comprehensive mitigation measures as part of project approvals with
27 financial and other measures to ensure their implementation.
28

29 SF Program 8.6: Request that the North Marin Water District maintain a file of
30 inundation maps and drainage plans for existing and new water storage tanks
31 in the City.
32

33 SF Policy 9 Storm Drainage System. Maintain unobstructed water flow in the storm drainage
34 system.
35

36 SF Program 9.1: Enforce measures to minimize soil erosion and volume and
37 velocity of surface runoff both during and after construction through
38 implementation of the Grading Ordinance.
39

40 SF Program 9.2: Continue to carry out annual inspection and maintenance of
41 the drainage systems.
42

43 SF Program 9.3: Require, where necessary, construction and maintenance of
44 siltation/detention ponds to be incorporated into the design of development
45 projects.
46

FLOOD HAZARDS

Scale: 1" = 4000'



100-YEAR FLOOD PLAIN

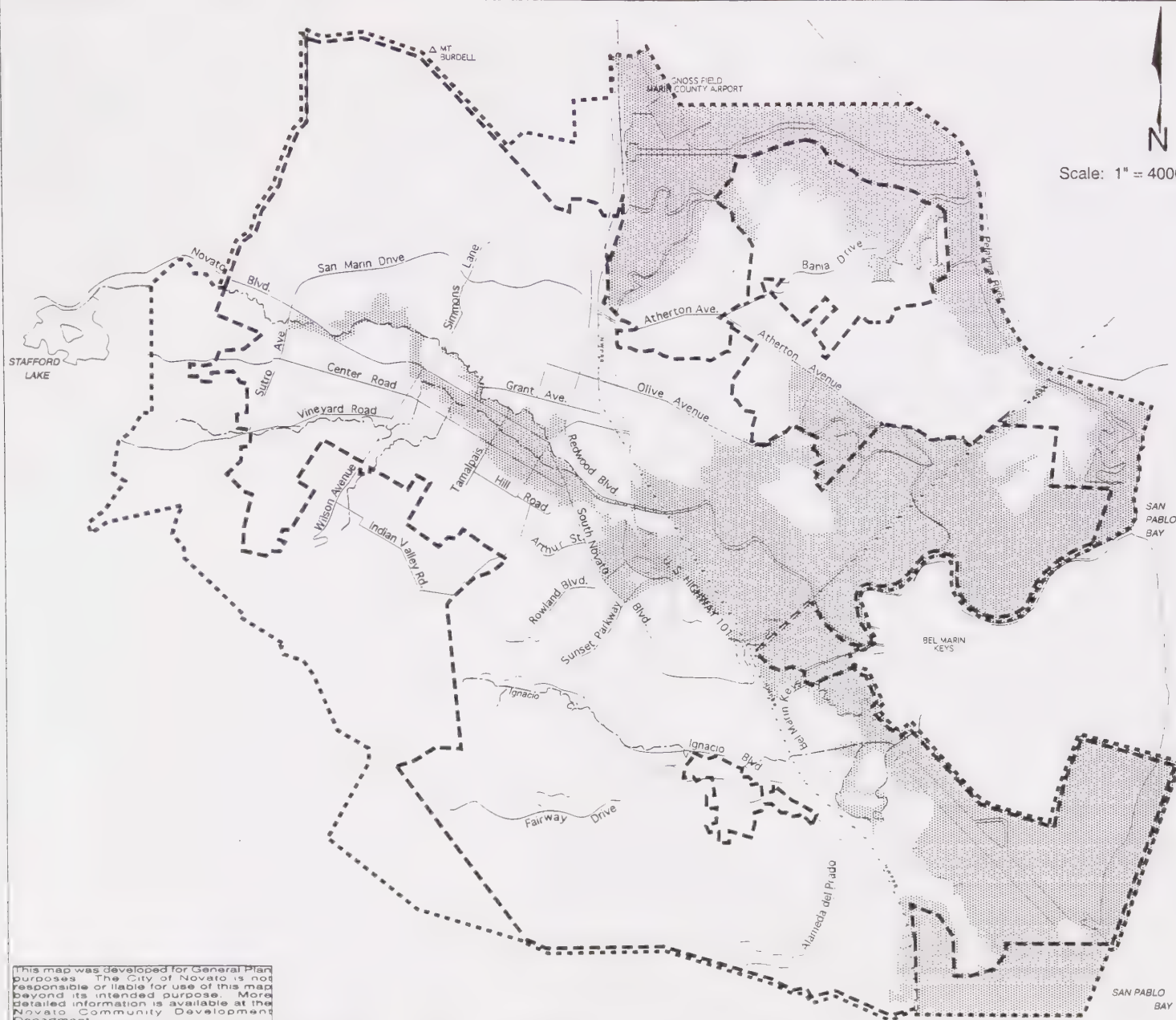
The term "100-year flood" means there is a one percent chance of occurrence in any given year from July 1 to June 30.

NOTE: The information presented in this map is schematic only. More detailed maps with this information are on file at the Community Development Department

SOURCE: Federal Insurance Rate Map, City of Novato, California (FEMA, 1989)

City of Novato
GENERAL PLAN

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1 SF Program 9.4: Periodically assess the need to establish improvement districts
2 and other financing mechanisms to fund necessary storm drainage and
3 watercourse improvements to minimize flood hazards.
4

5 See EN Policies regarding environmentally-sound flood control measures.
6

7 SF Policy 10 Hazards of Dam and Levee Failure. Ensure that the design and location of dams
8 and levees are in accordance with all applicable design standards of the California Division of
9 Safety of Dams.
10

11 SF Program 10.1: Continue to enforce City Code Chapter V regulating dams.
12

13 SF Program 10.2: Review new levees for seismic and hydrological safety.
14

15 SF Program 10.3: Request that the North Marin Water District keep dam
16 inundation maps on file for review of property owners who are located in areas
17 of possible inundation.
18

19 SF Policy 11 Rising Sea Level. Consider the potential for sea level rise when processing
20 development applications that might be affected by such a rise.
21

22 SF Program 11.1: Work with the County Flood Control and Water Conservation
23 District to prepare a plan for responding to a potential rise in sea level. Consider
24 developing flood control projects and modifying the City's land use regulations
25 for areas subject to increased flooding from sea level rise.
26

27 *Policies and programs to ensure water quality are in Chapter 4.*
28

29 **Emergency Preparedness**

30

31 The City adopted an *Emergency Preparedness Plan* in 1991. The purpose of the plan is to
32 ensure that the City will be prepared to respond effectively in the event of emergencies to save
33 lives and restore and protect property; repair and restore essential public services; provide for
34 the protection and distribution of medical, food, water, shelter sites, and other vital supplies and
35 services; and coordinate operations with emergency service organizations and other
36 jurisdictions to maintain continuity of government.
37

38 **SF Objective 4 Assure Emergency Preparedness.**

39

40 SF Policy 12 Interagency Cooperation. Continue to cooperate with the appropriate federal,
41 state and local agencies to implement effective emergency plans.
42

43 SF Policy 13 Multihazard Emergency Plan. Update the City's *Emergency Preparedness Plan*,
44 as needed.
45

SF Program 13.1: Revise and implement, as appropriate, the City's *Emergency Preparedness Plan* to comply with the County's Plan and changing conditions. Revise the plan to conform to the new California Standard Emergency Management System (SEMS) by December 1996.

Responsibility: Police Department

SF Policy 14 Emergency Facilities. Identify essential emergency facilities and ensure that they will function in the event of a disaster.

SF Program 14.1: Identify specific facilities, such as City Hall, schools, fire stations, police building and hospitals, and lifelines, such as telephones, electric, gas, water and sewer service critical to effective emergency/disaster response, and evaluate their abilities to survive and operate efficiently immediately after a disaster. Designate alternative facilities for post-disaster assistance in the event that the primary facilities have become unusable.

Responsibility: Police Department

SF Program 14.2: Minimize potential earthquake damage to existing publicly owned buildings and emergency facilities through strengthening building structure, eliminating hazardous features, or relocating facilities to safer buildings where feasible.

Responsibility: Police and Community Development Departments

SF Program 14.3: Continue to maintain an emergency evacuation routes system. Consider establishing evacuation route standards, such as road widths.

Responsibility: Police Department and Community Development Department

This program should consider whether the City's rural street standards have any impact on evacuation routes.

SF Program 14.4: Publicize the City's evacuation routes and other aspects of its *Emergency Preparedness Plan*. Work towards creating neighborhood disaster systems and ways to identify and focus on people in need during emergencies.

Evacuation routes are included in the Emergency Preparedness Plan.

Responsibility: Police Department

SF Program 14.5: Maintain designated evacuation routes in a passable condition at all times, as feasible.

Responsibility: Police Department

Fire Protection

The combination of vegetation, topography, climate and population density create a significant potential for fire hazards. Fire hazards in the Novato area fall into two categories: wildland fires which occur in open chaparral, grassland and forest areas and urban fires which damage buildings in urbanized areas.

There are several rural areas where wildland fires could cause significant damage to buildings. The highest risk area is Black Point, which has narrow roads, older structures, limited access steep slopes and chaparral vegetation. The other areas are Wild Horse Valley, parts of Bahia, Ridge Road, and Pacheco Valley which have dense brush and grass near to homes.

The Novato Fire Protection District and the City have taken the following measures to reduce the risk of wildland fires:

- Implemented an ordinance prohibiting combustible roof materials.
- Developed a vegetation abatement and fire hazard reduction program.
- Published and distributed a homeowner's guide to help the public prepare for and survive a wildland fire.

The California Department of Forestry estimates that wildland fires, unless otherwise abated, are expected to increase by 47 percent to the year 2000. Increasing public awareness of wildland fire and developing stronger preventive measures is essential to reduce the risk of this type of natural disaster.

Urban fires are influenced by wind velocity and direction, the use of fire-resistant building materials, building design and height, site planning, accessibility and the availability of adequate water supply.

The *Existing Conditions Report* identifies several areas of Novato with high fire risk. These include commercial areas with older, wood-frame buildings constructed without fire walls or sprinkler systems, and residential neighborhoods located in grassy or wooded areas on top of ridges and/or on north or east-facing slopes. Refer to SF Map 4.

The Novato Fire Protection District's goal is to respond to 90 percent of all emergency incidents within five minutes. The District has four fire stations, and adequate equipment to meet local needs. In addition, the District's Fire Prevention Division establishes requirements for new buildings, carries out code enforcement, and conducts public education programs on fire prevention and safety. The City has strengthened the Uniform Fire Code requirements by requiring automatic sprinklers in all new single family dwellings and new buildings 2,500 square feet or larger. In cooperation with the Novato Fire Protection District it carries out weed abatement and other fire prevention programs and reviews new developments to reduce fire hazards.

The North Marin Water District and the Marin Municipal Water District have adopted minimum fire flow standards of 1,000 gallons per minute, as specified by Title 22 of the State of California, Administrative Code.

Despite all the efforts of public agencies to reduce fire hazards, it continues to be difficult to obtain fire insurance in high fire hazard areas.

SF Objective 5 Reduce fire hazards.

SF Policy 15 Fire Hazard Severity Scale. Adopt and use the Fire Hazard Severity Scale for the classification of fire hazards in wildland areas.¹

SF Policy 16 Fire Risk in New Development. Review all development proposals for fire risk, and require mitigation measures to reduce the probability of fire.

SF Program 16.1: Continue the Novato Fire Protection District's review of all development proposals to reduce fire risk.

The Zoning Ordinance includes requirements for clearances around structures.

SF Program 16.2: Require new development within mapped high fire hazard zones established by the Novato Fire Protection District and/or the Marin County Fire District to develop and implement a Vegetation Management Plan. (Refer to SF Map 4) The Plan shall be part of the development application and approved by the Novato Fire Protection District and the City. The Plan shall be developed by an arborist or vegetation management specialist. The City shall work with the Fire District to ensure that actions recommended in the Plan are implemented. The Novato Fire Protection District has the right to review properties to judge whether actions recommended in the Vegetation Management Plan are being properly implemented in a timely fashion.

SF Program 16.3: Establish overlay zoning districts for high fire hazard areas establishing several types of fire-resistant vegetation buffer zones around structures.

SF Program 16.4: Assess development applications on sites beyond a five-minute response time from a fire station to ensure that acceptable mitigation measures are provided.

SF Program 16.5: Continue to enforce the Fire Safety Ordinance requiring sprinkler systems for all new commercial/industrial development greater than 2,500 square feet and all new residential development regardless of size.

SF Program 16.6: Limit building envelopes in high fire risk areas to provide for "defensible space" against fires.

Defensible space refers to a buffer area around buildings which is cleared of highly combustible vegetation and which is readily accessible by fire fighting equipment.

¹ This scale was developed by the U.S. Forest Service and the State Department of Forestry. It is useful for identifying areas with a high risk of wildfire due to flammable vegetation, rugged terrain and other factors.

FIRE HAZARD AND RESPONSE CONSTRAINTS



Hazard Areas



Areas Where Response Time
is Over 5 Minutes

NOTE: The information presented in this map
is schematic only. More detailed maps with
this information are on file at the Community
Development Department

SOURCE : Novato Fire Protection District,
1995

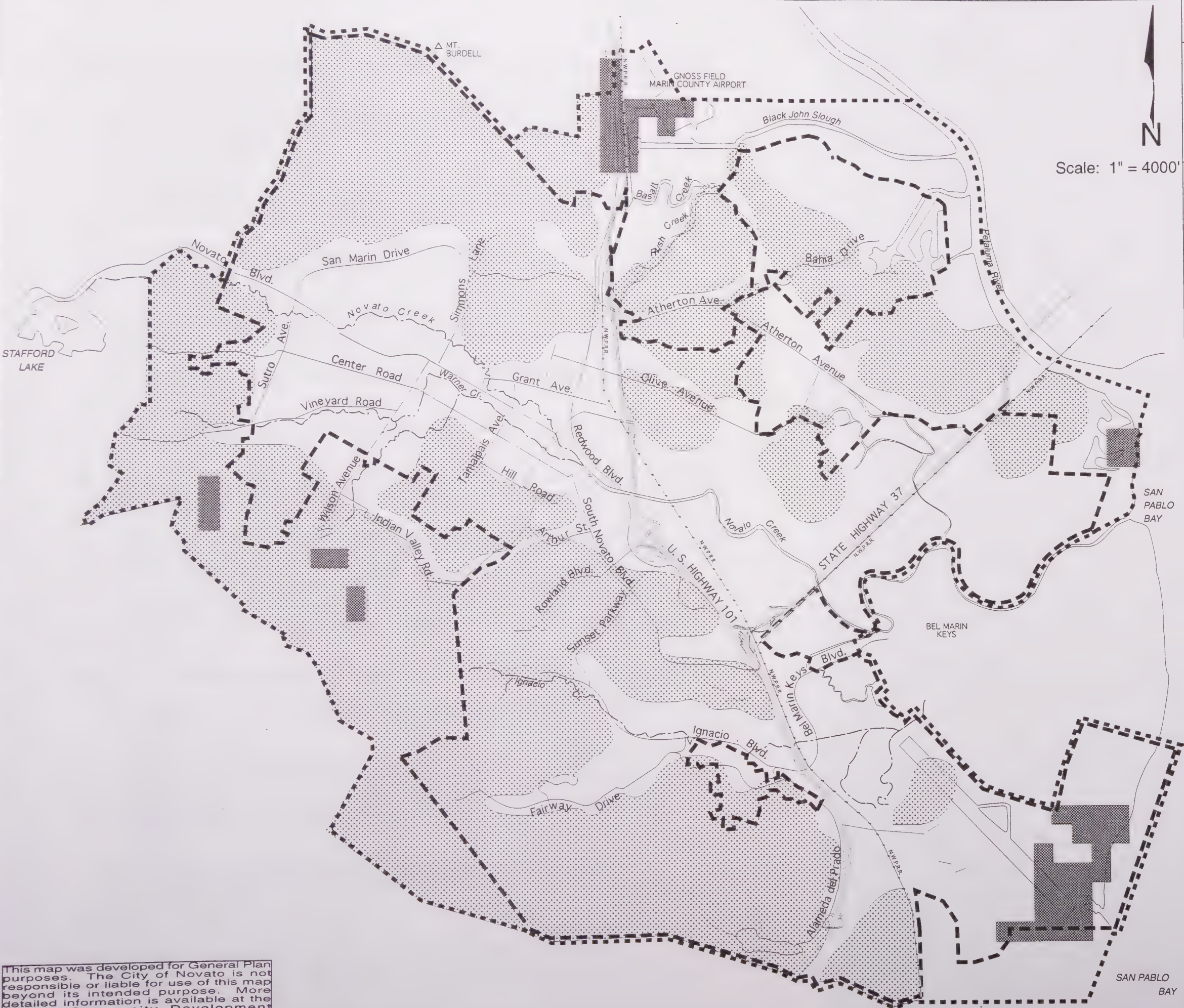
City of Novato GENERAL PLAN



City Limit Line



Sphere Of Influence



This map was developed for General Plan
purposes. The City of Novato is not
responsible or liable for use of this map
beyond its intended purpose. More
detailed information is available at the
Novato Community Development
Department.

1 SF Policy 17 Level of Fire Protection. Work with Novato Fire Protection District to help ensure
2 a continued high level of fire protection.
3

4 SF Program 17.1. Continue to require all new development to meet the adopted
5 fire safe regulations originally developed by the state and currently adopted as
6 an appendix to the Fire Code.
7

8 SF Program 17.2: Continue the City's residential resale inspection program that
9 requires inspection of existing residential property to be performed by a Building
10 Inspector prior to the close of escrow.
11

12 SF Program 17.3: Ensure that new traffic signals include a system which allows
13 emergency vehicles to change the signal.
14

15 SF Program 17.4: Require adequate access for emergency vehicles, adequate
16 street width and vertical clearance, and parking restrictions for new
17 development. All development that includes private access roads or fire roads
18 shall provide access rights and keys to any gates to the Novato Fire Protection
19 District and shall be deeded accordingly. (Draft EIR, pages 203-204,
20 Impact 4.11A)
21

22 *Requirements for street width standards are in Section 5-45 of the Municipal*
23 *Code.*
24

25 SF Policy 18 Vegetation Management. Continue to implement an effective and
26 environmentally sound vegetation management and weed abatement program.
27

28 SF Program 18.1: Continue to require the use of the following methods of weed
29 abatement wherever possible: use of mechanical rather than chemical removal
30 of weeds; reseeding with native bunchgrass varieties in sloping disturbed soils;
31 and limiting weed abatement activities in areas with known endangered plant
32 and animal species. Strongly encourage a zone system of landscaping, as per
33 Fire District standards, for defensible space around buildings in high fire risk
34 areas.
35

36 SF Policy 19 State Building Code. Continue to enforce the State Building Code (UBC).
37

38 SF Program 19.1: Continue to update and enforce the City's Building Code and
39 Fire Code provisions.
40

41 SF Program 19.2: Continue to require a greater degree of fire resistance in roof
42 coverings and exterior building materials for structures within or adjacent to
43 hazardous areas than what is specified in the UFC, as determined by the Chief
44 Building Official upon making of findings specified in Health and Safety Code §
45 13143.4.
46

47 *This program requires more stringent fire-retardant roofing materials than*
48 *currently specified by the Uniform Building Code.*
49

SF Policy 20 Peak Load Water Supply. Work with the North Marin Water District and the Novato Fire Protection District to ensure that there exists sufficient water flow in fire hydrants throughout Novato, based on peak demand.

The standard adopted by the Novato Fire Protection District is a minimum of 1,000 gallons per minute with 20 pounds per square inch residual pressure.

SF Program 20.1: Continue to require that all new developments be provided with sufficient fire flow facilities at the time of permit issuance.

SF Policy 21 Mutual Aid Agreements. Continue to participate in mutual aid agreements with the County and State fire fighting agencies.

SF Policy 22 Fire Hazard on Public Lands. Public lands should be managed to minimize the chances of a wildfire that would affect residences and businesses in Novato.

SF Program 22.1: The City should request that the Marin County Open Space District and other public agencies assess the wildland fire hazard on their holdings within and adjacent to the City. If these assessments indicate a significant hazard to residents of Novato, the City should request that the agency take steps to reduce the fire hazard to an acceptable level. (Draft EIR, page 204, Impact 4.11A)

Police Service

The Police Department provides for public safety through the protection of life and property and preserving the peace. The goal of the Novato Police Department is to foster community-police cooperation in the prevention of crime and delinquency and to meet the public demands for non-crime police services.

Much of today's police services involves responding to social problems including domestic disputes, juvenile delinquency, alcoholism and homelessness. Approximately 85 percent of police calls are requests for service rather than responses to crime. Police officers responding to these calls often provide counseling and crisis intervention and refer people to social service agencies. Novato's quality of life is closely related to the sense of safety of its residents.

The Novato Police Department carries out many crime prevention programs in close cooperation with the community which have proved to be effective. These include:

- The Neighborhood Watch Groups, Park Watch Program, and Business Alert which all involve the community in the day-to-day effort to prevent crime.
- The Drug Abuse Resistance Education (DARE) program informs students of the dangers of drug and alcohol use.
- Novato Youth Services Bureau (YSB) provides counseling to young offenders and acts as a liaison between the Police Department and organizations serving youth.
- School Crossing Guard Program, in cooperation with the Novato Unified School District, provides school crossing guards at 15 locations throughout the City.

- The Crime Prevention Officer (CPO) meets regularly with neighborhood associations and business groups, and conducts home security surveys. In addition, the CPO reviews plans of new development to increase security.
- Review by the Police Department and Building Division of single family construction standards established by the City for doors, windows, and illuminated addressing.

Novato's quality of life is closely related to the sense of safety of its residents.

SF Objective 6 Maintain effective police services.

SF Policy 23 Demand for Police Services. Review development proposals for their demand for police services and implement mitigating measures to maintain adequate police services.

SF Program 23.1: Consider the impacts on level of police services of large development proposals in the environmental review and planning process. Mitigating measures shall be implemented that may include the levying of police impact fees for capital facilities, if warranted.

Responsibility: Community Development and Police Department

SF Policy 24 Civilian Employees and Equipment. Maintain sufficient civilian employees and equipment to support sworn staff.

SF Policy 25 Community Oriented Services. Continue to provide community-oriented services.

Emergency Medical Care

The Emergency Medical Service of the Novato Fire Protection District is responsible for answering all medical aid and ambulance calls including 911 calls in Novato. The Fire Protection District personnel are all qualified Emergency Medical Technicians or Paramedics.

SF Objective 7 Maintain an effective medical emergency response system.

SF Policy 26 Level of Emergency Medical Response. Encourage the Novato Fire Protection District to continue maintaining a high level of emergency medical response.

SF Program 26.1: Periodically review the effectiveness of the emergency medical response system as part of the City's Emergency Preparedness Plan.

Responsibility: Police Department

SF Policy 27 Novato Community Hospital's Emergency Department. Continue to encourage Novato Community Hospital to maintain its emergency department and acute care facilities.

SF Program 27.1: Identify actions the City can carry out to support the Novato Community Hospital Emergency Department.

Responsibility: Police Department

SF Program 27.2: Encourage other providers to maintain emergency and acute care facilities.

Hazardous Materials

The transportation and storage of hazardous materials is clearly a regional issue. A large quantity of hazardous products are transported on highways and railways where the potential for release of this material into the environment represents a potentially significant public health risk. The policies and programs dealing with hazardous materials in this section incorporate and build on the relevant portions of the *Safety Element* of the *Marin Countywide Plan*. The County is responsible for:

- Regulating hazardous materials over specified quantities.
- Developing and implementing *Area Plans* for emergency response of hazardous materials spills.
- Implementing risk management and prevention programs, business plans and inventories of hazardous waste storage and transportation, and implementing procedures for handling of hazardous substances.

Radioactive materials are distinguished from other hazardous materials and specific federal and state regulations address handling and transport of these substances.

The use and storage of radioactive materials in Novato is limited to medical facilities, and the proposed Buck Center for Research in Aging, since no other primary users of radioactive materials, such as research laboratories, nuclear power plants or active military facilities, are located within the Area of Interest. The principal potential danger to Novato residents from these materials is related to the possibility of a truck accident resulting in rupture of containers holding radioactive materials.

Asbestos used as an insulating material in public buildings is a potential health hazard. The Novato Unified School District has determined that its public schools are in compliance with the 1986 Federal and State Building Codes for asbestos insulation. A survey of the Novato City Hall, Fire and Police Buildings revealed no asbestos-related problems.

SF Objective 8 Reduce hazards of transportation, storage and disposal of hazardous wastes and hazardous materials.

SF Policy 28 Measures to Reduce Hazards. Consider measures to protect the public health from the hazards associated with the transportation, storage and disposal of hazardous wastes (TSD Facilities).

SF Program 28.1: Continue to refer land use and transportation decisions and other programs involving hazardous materials regulations to the appropriate agencies.

SF Program 28.2: Support the establishment of a household hazardous waste collection and disposal program.

1 SF Program 28.3: Consider adoption of a Hazardous Materials and Waste
2 Ordinance that defines hazardous waste and hazardous materials and facilitates
3 implementation of State and County regulations and programs regarding
4 hazardous substances.

5
6 SF Program 28.4: Continue to implement the Commercial Occupancy
7 Ordinance requiring notification of all hazardous substances that are
8 transported, stored, treated or could be released accidentally into the
9 environment.

10
11 Responsibility: Community Development Department and Police Department

12
13 SF Policy 29 CEQA Review of proposed TSD Facilities. Support thorough environmental
14 review for hazardous waste transportation, storage and disposal (TSD) Facilities proposed in
15 the Novato area and throughout Marin County, since the potentially significant, widespread and
16 long-term impacts on public health and safety of these facilities do not respect jurisdictional
17 boundaries.

18
19 SF Program 29.1: Request that the Environmental Review of proposed
20 hazardous waste TSD facilities shall, at a minimum, contain the following
21 analysis and information:

- 22
- 23 a. A worst case generic description, estimating the number, type, scale,
24 scope, location and operating characteristics of proposed TSD facilities
25 based on the projected volumes and types of hazardous waste. Data
26 from existing facilities regarding the probability of accidents, spills, and
27 explosions should be documented and included;
 - 28
29 b. An assessment of risk resulting from the accidental release, fire, and/or
30 explosion of hazardous waste. This assessment should take into
31 account all phases of operation including transport, storage, and
32 treatment. The assessment of risk should include the probability of
33 occurrence and magnitude of impact;
 - 34
35 c. Quantitative estimates of air emissions, by applying emissions rates of
36 existing facilities to the future volumes of hazardous waste, and
37 identifying emissions for incinerator facilities under worst case
38 circumstances;
 - 39
40 d. An assessment of non-incineration alternatives for hazardous waste
41 treatment such as chemical dechlorination for the detoxification of PCBs,
42 dioxins, solvents and pesticides; photolysis; and biological treatment;
43 and
 - 44
45 e. Review of the operating characteristics of proposed TSD facilities, taking
46 into account maintenance and operating procedures, emissions
47 monitoring and safety devices to assure the ongoing enforceability of the
48 mitigating measures that are required.
- 49

1 SF Policy 30 Hazardous Materials Storage. Strictly regulate the storage of hazardous
2 materials.

3
4 SF Program 30.1: Regulate and enforce the storage of hazardous materials
5 under California Administrative Code Title 19 requirements.

6
7 SF Program 30.2: Revise the Zoning Ordinance to require secondary
8 containment facilities and a buffer zone adequate to protect public health and
9 safety on properties with hazardous materials storage and/or processing
10 activities.

11
12 *This program requires industries and businesses which store or process*
13 *hazardous materials to provide secondary containment facilities and a buffer*
14 *zone between the installation and property boundaries sufficient to protect the*
15 *public health and safety.*

16
17 SF Policy 31 Truck Routes for Hazardous Materials Transport. Develop, in cooperation with
18 the County and neighboring cities, regulations prohibiting through-transport by truck of
19 hazardous materials on the local street systems and requiring that this activity be limited to
20 State highways.

21
22 SF Program 31.1: Consider adopting a *Local Hazardous Material Route Plan*
23 and install signage and publicize routes for hazardous materials transport in
24 Novato. Adopt an ordinance designating specific routes for transport of
25 hazardous materials.

26 27 **Electromagnetic Fields**

28
29 The potential adverse health effects of electromagnetic fields (EMFs) from electric transmission
30 lines, substations and appliances have been considered in various studies². The information
31 regarding EMF affect on health compiled up to the date of the General Plan revision (November
32 1995) is inconclusive. There is no consensus in the scientific community regarding the degree
33 of risk, if any, presented by EMF.

34 35 **SF Objective 9 Reduce community exposure to electromagnetic field radiation.**

36
37 SF Policy 32 Electromagnetic Field (EMF) Radiation in Land Use Decisions. Consider
38 information regarding EMF radiation from new electrical transmission lines and substations in
39 making land use decisions.

40
41 SF Program 32.1: Consider adopting EMF regulations consistent with State or
42 Federal guidelines, if they become available.

43
44 *Several jurisdictions have adopted local regulations to deal with EMF radiation.*
45 *Recently Irvine, California; Ashland, Oregon; and the State of New York have*

² Refer to *Electromagnetic Fields and Land Use Controls*, Slesin, Louis and Connelly, Mathew, The Planning Advisory Service Report #435, December 1991, Chicago, Illinois.



Electric Transmission Line



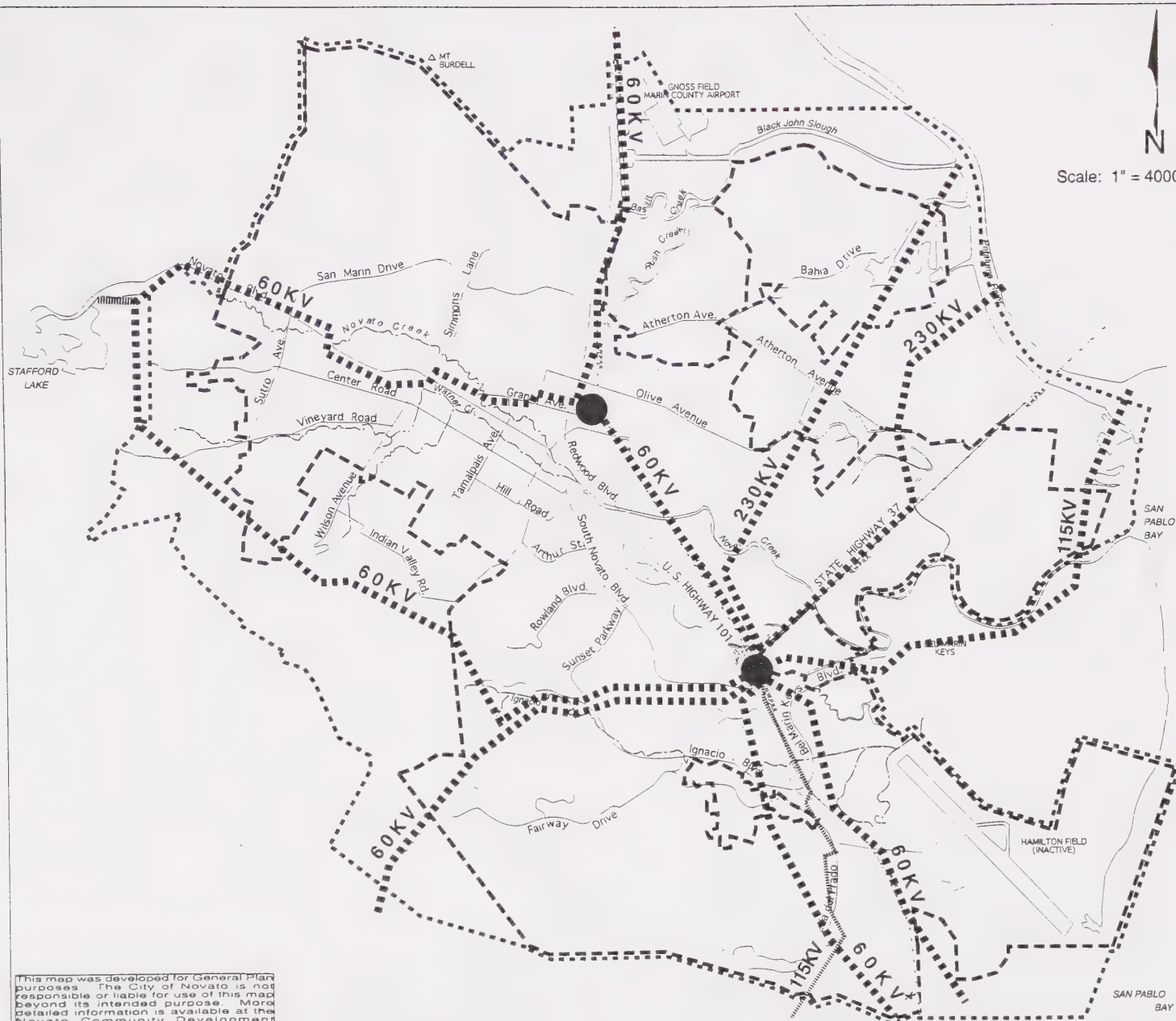
Electric Substation

*Insulated for 115KV
Operated at 60KV

City of Novato
GENERAL PLAN

 City Limit Line
 Sphere Of Influence

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1 *adopted regulations regarding EMFs produced by electrical transmission*
2 *facilities.*

3
4 SF Program 32.2: Obtain updated information on EMF radiation levels of
5 existing and proposed electrical transmission facilities and relate those to the
6 latest standards that are emerging from ongoing research. Refer to SF Map 5:
7 Major Electric Transmission Lines.

8
9 SF Policy 33 Siting and Construction of Electrical Transmission Facilities. Consider EMF
10 issues near sensitive areas such as schools, hospitals, playgrounds, and group care facilities
11 in planning for electrical transmission facilities.

12
13 SF Program 33.1: Request that PG&E provide information to the City on
14 renovations to existing and construction of new electrical transmission lines,
15 substations, and distribution lines. Request that information on the EMF
16 radiation levels for proposed new facilities be provided.

17
18 SF Program 33.2: Request that all new electrical transmission projects have an
19 EMF mitigation plan as an part of the project's environmental review pursuant
20 to CEQA.

21
22 SF Program 33.3: Request from PG&E an inventory and full public disclosure
23 of existing electrical transmission lines and of existing and proposed electrical
24 transmission projects with the anticipated EMF levels in Novato.

25
26 *There are 60 kV, 130 kV and 240 kV transmission lines and substations within*
27 *the Novato Area of Interest.*

28
29 SF Policy 34 Siting of Schools. Encourage schools to follow the California Department of
30 Education regulations requiring EMF consideration in the siting of schools.

31 32 **Aviation Hazards**

33
34 Gness Field potentially affects land use in Novato in the form of noise and safety impacts. The
35 County owns and operates this general aviation airport and in 1991 completed a *Master Plan*
36 that reflects the anticipated growth in general aviation activity for the next 20 years. The *Master*
37 *Plan* regulates obstacles to aviation activity, reduces exposure of persons on the ground to
38 accident and crash hazards, and limits noise impacts through building height restrictions, land
39 use limitations and building standards to reduce interior noise.

40
41 The County Airport Land Use Commission (ALUC) regulates land use in the area surrounding
42 Gness Field. Novato and the County must submit projects within the ALUC's referral area for
43 ALUC review and determination of consistency with the policies of the *Master Plan*. In addition,
44 the City's *General Plan* must be consistent with the policies established by the *Master Plan* for
45 the referral area. The *General Plan* map does not contain any land uses within the referral area
46 which would be inconsistent with the *Master Plan*. The *Master Plan* does not prohibit
47 agriculture but does strictly regulate residential uses. The height limits for new construction
48 permitted by the Zoning Ordinance are well below the maximum permitted.

SF Objective 10 Reduce aviation hazards.

SF Policy 35 Gross Field Airport Hazards. Minimize risk to lives and property due to hazards associated with the operation of Gross Field Airport.

SF Program 35.1: Consider the recommendations of the ALUC regarding development or conservation proposals which would create any air navigation hazards in the Gross Field Airport Land Use Commission (ALUC) Referral Area.

The Airport Land Use Plan requires wetland restoration and enhancement projects to consider proximity to the airport and the potential for birds to create safety problems.

SF Program 35.2: Refer all General Plan Amendments, Zoning Ordinance Amendments, and specific plans within the Gross Field Airport Referral Area to the ALUC.

SF Policy 36 County Airport Planning. Continue to monitor the County's planning efforts for Gross Field Airport to ensure that the health and safety of Novato residents are protected.

SF Program 36.1: Request that Marin County inform the City of proposed plans and changes in operations for Gross Field Airport.

SF Program 36.2: Request that the Marin County Aviation Commission adopt standards for non-fixed wing aircraft (balloons, helicopters, and ultralights) flyover altitudes and locations.

SF Program 36.3: Continue to oppose aviation uses at Hamilton Field.

Noise

The purpose of the Noise Section is to protect the health and welfare of the community by promoting development which is compatible with established noise standards. This section has been prepared in conformance with Government Code § 65302(f) and the guidelines adopted by the State Office of Noise Control, pursuant to Health and Safety Code § 46050.1. Existing and future noise problems in Novato and its Sphere of Influence are identified. Policies and implementation programs are provided to reduce the community's exposure to excessive noise levels. Accomplishing this task requires an evaluation of the noise from sources such as roads, highways, airports, railroads, and from stationary sources such as industrial uses.

This section analyzes the community noise environment in quantified terms. Noise contours have been prepared for the major noise sources. These noise contours are the basis for evaluating noise and land use compatibility.

Noise Characteristics

Noise is defined as unwanted sound. Airborne sound is a rapid fluctuation of air pressure above and below atmospheric pressure. Sound levels are usually measured and expressed

1 in decibels (dB) with 0 dB corresponding roughly to the threshold of hearing. Decibels and
2 other technical terms are defined in SF Table 1.
3

4 Most of the sounds which we hear in the environment do not consist of a single frequency, but
5 rather a broad band of frequencies, with each frequency differing in sound level. The intensities
6 of each frequency add together to generate a sound. The method commonly used to quantify
7 environmental sounds consists of evaluating all of the frequencies of a sound in accordance
8 with a weighting that reflect the fact that human hearing is less sensitive at low frequencies and
9 extreme high frequencies than in the mid-range frequency. This is called "A" weighting, and the
10 decibel level so measured is called the A-weighted sound level (dBA). In practice, the level of
11 a sound source is conveniently measured using a sound level meter that includes an electrical
12 filter corresponding to the A-weighting curve. Typical A-levels measured in the environment
13 and in industry are shown in SF Table 1 for different types of noise.
14

15 Although the A-weighted noise level may adequately indicate the level of environmental noise
16 at any instant in time, community noise levels vary continuously. Most environmental noise
17 includes a conglomeration of noise from distant sources which create a relatively steady
18 background noise, often called ambient noise in which no particular source is identifiable. To
19 describe the time-varying character of environmental noise, the statistical noise descriptors, L_{10} ,
20 L_{50} , and L_{90} , are commonly used. They are the A-weighted noise levels equaled or exceeded
21 during 10 percent, 50 percent, and 90 percent of a stated time period. A single number
22 descriptor called the L_{eq} is now also widely used. The L_{eq} is the average A-weighted noise level
23 during a stated period of time.

SF Table 1: Definition of Acoustical Terms

Term	Definition
Decibel (dB)	A unit describing the amplitude of sound, equal to 20 times the logarithm to the base 10 of the ratio of the pressure of the sound measured to the reference pressure, which is 20 micropascals (20 micronewtons per square meter).
Frequency (Hz)	The number of complete pressure fluctuations per second above and below the atmospheric pressure.
A-Weighed Sound Level	The sound pressure level in decibels as measured on a sound level meter using the A-weighting filter network. The A-weighting filter de-emphasizes the very low and very high frequency components of the sound in a manner similar to the frequency response of the human ear and correlates well with subjective reactions to noise.
L_{01} , L_{10} , L_{50} , L_{90}	The A-weighted noise levels that are exceeded by 1%, 10%, 50% and 90% of the time during the measurement period.
Equivalent Noise Level (L_{eq})	The average A-weighted noise level during the measurement period.
Community Noise Equivalent Level (L_{dn} , CNEL)	The average A-weighted noise level during a 24-hour day, obtained after addition of 10 decibels to levels measured in the night between 10:00 PM and 7:00 AM.
L_{max} , L_{min}	The maximum and minimum A-weighted noise level during the measurement period.
Ambient Noise Level	The composite of noise from all sources near and far. The normal or existing level of environmental noise at a given location.
Intrusive	That noise which intrudes over and above the existing ambient noise at a given location. The relative intrusiveness of a sound depends upon its amplitude, duration, frequency, and time of occurrence and tonal or informational content as well as the prevailing ambient noise level.

SF Table 2: Typical Noise Levels

At a Given Distance From Noise Source	A-Weighted Sound Level in Decibels	Noise Environments	Subjective Impression
	140		
Civil Defense Siren (100')	130		
Jet Takeoff (200')	120		Pain Threshold
	110	Rock Music Concert	
Pile Driver (50')	100		Very Loud
Ambulance Siren			
	90	Boiler Room	
Freight Cars (50')		Printing Press Plant	
Pneumatic Drill (50')	80	In Kitchen With Garbage Disposal Running	
Freeway (100')			
	70		Moderately Loud
Vacuum Cleaner (10')	60	Data Processing Center	
		Department Store	
Light Traffic (100')	50	Private Business Office	
Large Transformer (200')			
	40		Quiet
Soft Whisper (5')	30	Quiet Bedroom	
	20	Recording Studio	
	10		Threshold of Hearing
	0		

Source: Illingworth & Rodkin, Inc., Acoustical Engineers, 1995

In determining the daily level of environmental noise, the difference in response of people to daytime and nighttime noises is taken into account. During the nighttime, exterior background noises are generally lower than the daytime levels. However, most household noise also decreases at night and exterior noise becomes very noticeable. Further, most people sleep at

night and are very sensitive to noise intrusion. To account for human sensitivity to nighttime noise levels, a descriptor, the L_{dn} (day/night average sound level), was developed. The L_{dn} divides the 24-hour day into the daytime of 7:00 AM to 10:00 PM and the nighttime of 10:00 PM to 7:00 AM. The nighttime noise level is weighted 10 dB higher than the daytime noise level. The Community Noise Equivalent Level (CNEL) is another similar 24 hour average which includes both an evening and nighttime weighting.

Human Response to Noise

The effects of noise on people can be categorized as follows:

- subjective effects of annoyance, nuisance, dissatisfaction;
- interference with activities such as speech, sleep, learning; and
- physiological effects such as fear response, hearing loss.

The levels associated with environmental noise, in almost every case, produce effects only in the first two categories. Workers in industrial plants can experience noise in the last category. Unfortunately, there is as yet no completely satisfactory way to measure the subjective effects of noise, or of the corresponding reactions of annoyance and dissatisfaction. This is primarily because of the wide variation in individual thresholds of annoyance, and habituation to noise over differing individual past experiences with noise. In general, the more a new noise exceeds the previously existing ambient noise level, the less acceptable the new noise will be judged by the hearers.

The following relationships will be helpful in understanding the significance of increases in the A-weighted noise level.

- Except in carefully controlled laboratory experiments, a change of 1 dB cannot be perceived.
- Outside of the laboratory, a 3 dB change is considered a just-perceivable difference.
- A change in level of at least 5 dB is required before any noticeable change in community response would be expected.
- A 10 dB change is subjectively heard as approximately a doubling in loudness, and would almost certainly cause an adverse change in community response.

In any typical noise environment about 10 percent of the population will object to any noise not of their own making and 25 percent will not react or complain at all, regardless of the level of noise being generated. Consequently, noise control measures are most beneficial to the remaining 65 percent of the population who are neither ultrasensitive nor insensitive to noise. Negative reaction to noise generally increases with the increase in difference between background (or ambient) noise and the noise generated from a particular source such as traffic or railroad operations. In most situations, noise control measures need to reduce noise by 5 to 10 dBA in order to effectively reduce complaints.

1 People generally have the ability to distinguish one sound from a background of sounds, such
2 as a telephone ringing over music. However, certain noise levels can render a sound inaudible.
3 For example, heavy trucks can interfere with a conversation. Face-to-face conversation usually
4 can proceed where the noise level is up to 66 dBA, group conversations up to 50 to 60 dBA,
5 and public meetings, up to 45 or 55 dBA, without interruption.
6

7 Sleep interference is more difficult to quantify, although studies have shown that progressively
8 deeper levels of sleep require louder noise levels to cause a disturbance. The California Office
9 of Noise Control (ONC) recommends that individual events within sleeping areas should not
10 exceed 50 dBA in residential areas exposed to noise levels of 60 L_{dn} or greater. Interior noise
11 standards of 45 L_{dn} will protect against sleep interference.
12

13 Environmental noise, in almost every case, produces effects which are subjective in nature or
14 involve interference with human activity. However, brief sounds at levels exceeding 70 dBA can
15 produce temporary physiological effects such as constriction of blood vessels, changes in
16 breathing and dilation of the pupils. Steady noises of 90 dBA have been shown to increase
17 muscle tension and adversely affect simple decision making. Long-term exposure to levels
18 exceeding 70 dBA can cause hearing loss.
19

20 **Noise and Land Use Compatibility Standards**

21

22 The standards listed in SF Table 3 should be used to evaluate the compatibility between land
23 uses and future noise in Novato. SF Table 3 should be used in combination with SF Map 7 to
24 determine whether a proposed development or land use is located in an area requiring special
25 noise mitigating measures.

SF Table 3: Noise and Land Use Compatibility Standards

LAND USE CATEGORY	EXTERIOR NOISE EXPOSURE L _{dn} OR CNEL, dB					
	55	60	65	70	75	80
Residential, Hotels, and Motels		//////////	//////////	//////////	//////////	//////////
Outdoor Sports and Recreation, Neighborhood Parks and Playgrounds			//////////	//////////	//////////	//////////
Schools, Libraries, Museums, Hospitals, Personal Care, Meeting Halls, Churches			//////////	//////////	//////////	//////////
Office Buildings, Business Commercial, and Professional				//////////	//////////	//////////
Auditoriums, Concert Halls, Amphitheaters	//////////	//////////	//////////	//////////	//////////	//////////
Industrial, Manufacturing, Utilities, and Agriculture				//////////	//////////	//////////



NORMALLY ACCEPTABLE

Specified land use is satisfactory, based upon the assumption that any buildings involved are of normal convention construction, without any special insulation requirements.



CONDITIONALLY ACCEPTABLE

Specified land use may be permitted only after detailed analysis of the noise reduction requirements and needed noise insulation features included in the design.



UNACCEPTABLE

New construction or development should generally not be undertaken because mitigation is usually not feasible to comply with noise element policies.

SOURCE: Illingworth & Rodkin, Inc./Acoustical Engineers

Explanation of SF Table 3: Noise and Land Use Compatibility Standards

A. Noise Source Characteristics

The land use noise compatibility recommendations should be viewed in relation to the specific source of the noise. For example, aircraft and railroad noise is normally made up of higher single noise events than auto traffic but occurs less frequently. Therefore, different sources yielding the same composite noise exposure do not necessarily create the same noise environment. The State Aeronautics Act uses 65 dB L_{dn} as the criterion which airports must eventually meet to protect existing residential communities from unacceptable exposure to aircraft noise. In order to facilitate the purposes of the Act, one of which is to encourage land uses compatible with the 65 dB L_{dn} criterion wherever possible and in order to facilitate the ability of airports to comply with the Act, residential uses located in Community Noise Exposure Areas greater than 65 dB should be discouraged and considered located within normally unacceptable areas.

B. Suitable Interior Environments

One objective of locating residential units relative to a known noise source is to maintain a suitable interior noise environment at no greater than 45 dB L_{dn} or L_{dn} . This requirement, coupled with the measured or calculated noise reduction performance of all types of structures under consideration, should govern the minimal acceptable distance to a noise source.

C. Acceptable Outdoor Environments

Another consideration, which in some communities is an overriding factor, is the desire for an acceptable outdoor noise environment. When this is the case, more restrictive standards for land use compatibility, typically below the maximum considered "normally acceptable" for that land use category may be appropriate.

The Standards listed in SF Table 3 should be used to evaluate the compatibility between land uses and future noise levels in Novato. A proposed development or land use located in an area indicated by SF Map 7 as being within an acceptable level would not require any special noise abatement measures. An office building proposed in an area with an exterior noise level exceeding 65 dBA, however, would be required to have a combination of noise mitigating features such as additional noise insulation, building setbacks, noise walls or other measures as indicated by an acoustical study.

The following considerations should be taken into account when using the Noise and Land Use Compatibility Standards:

1. The standard for maximum outdoor noise levels in residential areas is a L_{dn} of 60 dB. This standard is applied where outdoor use is a major consideration, such as backyards in single family housing developments and recreation areas

1 in multifamily developments. This standard should not be applied to outdoor
2 areas such as small decks and balconies typically associated with multifamily
3 residential developments, which can have a higher standard of 65 L_{dn} ;
4

- 5 2. The maximum acceptable interior noise level in new residential development
6 required by the State of California Noise Insulation Standards is an L_{dn} of 45.
7 This standard continues to be applied to all residential development in Novato.
8 The interior noise level for offices shall be L_{dn} 45 dB or less;
9
- 10 3. The Noise and Land Use Compatibility Standards should be reviewed in relation
11 to the specific source of noise. These standards are based on measurement
12 systems which average noise over a 24-hour period and do not take into
13 account single-event noise sources. For example, aircraft noise normally
14 consists of a higher single-noise event than vehicular traffic and has been linked
15 to sleep interference and other significant problems. Different noise sources
16 yielding the same composite noise exposure do not necessarily create the same
17 environment. Additional standards may be applied on a case-by-case basis
18 where supported by acoustical analysis to mitigate the effects of single-event
19 noise sources.
20

21 Sensitive receptors are land uses such as hospitals, convalescent homes, schools, and
22 libraries. These uses may require special mitigations. SF Map 6 indicates the principal noise
23 sensitive uses in the City.
24

25 Existing Noise Environment





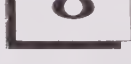
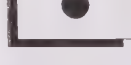
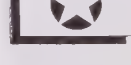
26
27 Traffic is the most significant source of noise in Novato. U.S. Highway 101 and State Route 37
28 are the loudest sources. Aircraft operations at Gness Field also contribute to the noise
29 environment. This chapter has also considered railroad, Gness Field, and stationary noise
30 sources.
31

32 Noise measurements were taken at 11 locations along major roadways in Novato and
33 12 additional measurements were made at locations affected by Highway 101. These
34 measurements were used to project the noise levels at buildout of the General Plan which is
35 summarized in SF Map 7. It can be seen from SF Map 7 that freeway noise levels vary widely,
36 depending upon the terrain immediately adjacent to the freeway. Where hills shield the freeway
37 noise, noise levels are substantially lower than where there is a direct exposure to the freeway
38 noise. The Nave Drive sound wall also substantially reduces noise levels at land uses
39 immediately behind it. This map can be used as a planning tool to determine the compatibility
40 of the future noise levels in the City with proposed development projects.
41



42 The noise contours do not take into account shielding due to buildings and other roadside
43 barriers. Along most streets, the presence of a row of buildings relatively close to one another
44 will reduce the noise exposure significantly for subsequent rows of buildings. A row of buildings
45 will generally reduce the noise level by about 5 decibels, significantly reducing the influence of
46 local traffic noise beyond the street itself.
47

SENSITIVE NOISE RECEPTORS

Scale: 1" = 4000'

-  Schools (including vacant sites)
-  Hospitals/Nursing Homes
-  Parks (including undeveloped)
-  Housing for Elderly (including undeveloped)
-  Mobile Homes
-  Library
-  Public Assembly Buildings

City of Novato GENERAL PLAN

-  City Limit Line
-  Sphere Of Influence



This map was developed for General Plan purposes. The City of Novato is not responsible or liable for use of this map beyond its intended purpose. More detailed information is available at the Novato Community Development Department.

1 The noise environment around Gness Field is described in the Airport Land Use Plan³. The
2 noise contours, described in terms of Community Noise Equivalent Level (CNEL), are shown
3 in SF Map 8. The CNEL is typically within 1 dB of the L_{dn} noise descriptor used elsewhere in
4 this chapter. CNEL is used to describe aircraft noise in California but can be considered
5 essentially equivalent to L_{dn} for the purposes of noise and land use planning. There are
6 presently no incompatible noise sensitive land uses close to Gness Field that would be affected
7 by the existing and proposed operations at the airport. The *Gness Field Airport Land Use Plan*
8 recommends that no residential development occur within the 60 dB CNEL contour and that the
9 County obtain noise easements for residential development occurring within the 55 dB CNEL
10 noise contour. Policies of this Chapter are in conformance with these issues.

11
12 The only currently operating railroad line within the Novato Area of Interest is the California
13 Northern Railroad which has contracted to provide freight service over the lines formerly
14 operated by the Southern Pacific Railroad. The railroad tracks enter the City from the
15 northeast, parallel to Highway 37, then at the Ignacio "Y" turn north parallel to Highway 101.
16 In 1995, the railroad currently operates a single round trip freight service through Novato six
17 days a week. The service through Novato starts in Napa, passing through Novato around noon,
18 on the way to Petaluma. The return train from Petaluma usually passes through Novato late
19 in the afternoon on the way back to Napa. The limited operations do not constitute a significant
20 source of noise in Novato. Rail traffic responds to market demand and may increase depending
21 on need. The significance of railroad noise in Novato in the future will be directly related not
22 only to the number of operations per day but also to the time of day they occur.

23
24 The Southern Pacific Railroad right-of-way has been purchased for potential future transit use.
25 This right-of-way may be used in the future by diesel buses, electric light rail trains, or diesel
26 electric trains. It is not yet possible to predict the noise levels that may be associated with the
27 future use of this right-of-way. The potential noise impacts resulting from the use of this railroad
28 right-of-way as a transit corridor must be considered in eventual environmental review of the
29 proposals.

30
31 Other noises which occasionally represent problems in the City include: emergency medical
32 vehicles; public transit vehicles; barking dogs; power tools; and machinery. There are no heavy
33 industrial uses generating excessive noise. The noise generated by most of these sources is
34 most effectively controlled through enforcement of a local noise ordinance.

35 36 **Future Noise Levels**

37
38 Future noise levels will be largely attributable to vehicular traffic. The projected noise contours
39 described in SF Map 7 indicate that most of the City's streets will experience relatively minor
40 increases in noise levels.

41
42 Noise levels were calculated for the year 2010 based on buildout figures for the General Plan.
43 The Federal Highway Administration traffic noise prediction model FHWA RD-77-108 was used.
44 California vehicle noise emission levels developed by Caltrans were used in the computer
45 modeling.

3 Airport Land Use Plan Marin County Gness Field, adopted by the Marin County Airport Land Use Commission,
June 10, 1991.

Noise contours at Gness Field were also considered and are presented in SF Map 8. These contours are projections for the year 2006, from the 1991 Airport Land Use Plan.

Portions of several streets and highways listed below currently experience or are projected to experience noise to 60 dBA, or above:

- Atherton Avenue from Highway 101 to Highway 37
- Nave Drive
- Olive Avenue from Redwood Boulevard to east of Highway 101
- Redwood Boulevard from San Marin Drive to DeLong Avenue
- DeLong Avenue from Highway 101 to South Novato Boulevard
- Diablo Avenue from South Novato Boulevard to Center Road
- Ignacio Boulevard from Alameda Del Prado to Sunset Parkway
- Novato Boulevard from San Marin Drive to Diablo Avenue
- South Novato Boulevard from Diablo Avenue to Rowland Boulevard
- Rowland Boulevard from Highway 101 to South Novato Boulevard
- San Marin Drive from Highway 101 to Novato Boulevard
- Simmons Lane from San Marin Drive to Novato Boulevard
- Sunset Parkway from South Novato Boulevard to Ignacio Boulevard
- Sutro Avenue from Novato Boulevard to Vineyard Road
- Wilson Avenue from South Novato Boulevard to Vineyard Road
- US 101 in the Novato area.

It is anticipated that residences and areas adjacent to the above streets may be exposed to excessive noise levels, defined as those above 60 dBA. The appropriate response contained in this section is to implement a variety of noise-mitigating measures and, where possible, condition future development to limit future noise exposure.

- | | |
|---------------------|--|
| Objective 11 | Ensure compatibility of new development with existing and future noise levels. |
| Objective 12 | Prevent land uses which increase the noise level above acceptable standards or require mitigation to reduce noise to acceptable levels. |

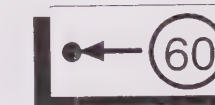
SF - MAP 7

FUTURE NOISE CONTOURS Ldn(dBA)*

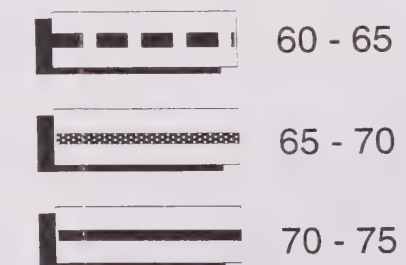
Scale: 1" = 4000'

N

Freeway noise contour
(calculated levels do not
include shielding from terrain
and soundwalls)



Roadside noise level (50 ft. to centerline)



* Ldn is a day/night average noise level
dBA is decibels measured on a weighted
sound level

SOURCE: Illingworth and Rodkin, Inc.

City of Novato GENERAL PLAN

--- City Limit Line
..... Sphere Of Influence



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GNOSS FIELD FUTURE NOISE CONTOURS

- ① Flight Track (generalized)
- ② 55 dB CNEL Contour
- ③ 60 dB CNEL Contour
- ④ 65 dB CNEL Contour

SOURCE: Marin County Airport, Gness Field Airport Land Use Plan, 1991

City of Novato
GENERAL PLAN



This map was developed for General Plan purposes. The City of Novato is not responsible or liable for use of this map beyond its intended purpose. More detailed information is available at the Novato Community Development Department.

Objective 13 Reduce noise to acceptable levels where it now exceeds those standards whenever feasible and practical.

SF Policy 37 Noise and Land Use Compatibility Standards. Encourage the maintenance of the noise and land use compatibility standards indicated in SF Table 3. The normally acceptable standards for outdoor noise are summarized below [noise measurements in L_{dn}]:

Residential Development	up to 60 dB
Transient Lodging: Motel and Hotel	up to 60 dB
School, Library, Church, Hospital and Nursing Home	up to 60 dB
Auditorium, Concert Hall, Amphitheater	up to 70 dB
Sports Arena, Outdoor Spectator Sports	up to 70 dB
Playgrounds, Neighborhood Parks, Open Space	up to 65 dB
Golf Course, Cemetery	up to 70 dB
Office Building, Business, Commercial & Professional	up to 70 dB
Industrial, Manufacturing, Utilities	up to 70 dB

SF Program 37.1: Review all land use and development proposals for compliance with the Noise and Land Use Compatibility Standards.

SF Program 37.2: Use a standard of L_{dn} 45 dB for indoor noise level for all new residential development, including hotels and motels.

SF Program 37.3: Use the standards in SF Table 2 to determine the need for noise studies and require new developments to provide noise attenuation features as a condition of approving new projects.

SF Program 37.4: Require an acoustical study for all new residential projects with a future L_{dn} noise exposure of 60 dB or greater as shown on SF Map 7. The study shall describe how the project will comply with the Noise and Land Use Compatibility Standards.

SF Program 37.5: Consider requiring post-construction testing and sign-off by an acoustical engineer for residential, school, library, church, hospital, nursing home and office projects exposed to an L_{dn} in excess of 65 dB to ensure compliance with applicable exterior and interior standards contained in the Noise and Land Use Compatibility Standards.

SF Program 37.6: Do not permit new residential development within the 60 dB CNEL contour for Gross Field as shown in SF Map 8. An acoustical investigation and noise insulation shall be considered for residential development near to Gross Field within the 55 CNEL contour shown in SF Map 8. For any residential project where outdoor noise exceeds 60 L_{dn} or

may increase to above 60 L_{dn} , require a program to inform all residents of the noise information and record a document indicating their awareness and acceptance of the noise level.

SF Program 37.7: Consider developing a comprehensive noise ordinance to address construction noise and other local noise issues.

SF Program 37.8: Consider and carefully evaluate the noise impacts of all streets and other public facilities.

SF Program 37.9: Continue to seek State and Federal funding for noise mitigation.

SF Policy 38 Noise Reduction and Mitigation. Mitigate noise exceeding standards and significant noise impacts to the maximum feasible extent.

SF Program 38.1: Require acoustical studies and mitigation measures for new developments and transportation improvements which affect noise sensitive uses such as schools, hospitals, libraries, group care facilities, and convalescent homes.

SF Program 38.2: Work with Caltrans to ensure that adequate noise studies are prepared and alternative noise mitigation measures are considered in State projects and request that Caltrans obtain City concurrence prior to Initiating any noise mitigation project in Novato.

See Also CI Policy 4 in the Community Identity Element relating to noise mitigation.

SF Program 38.3: Continue to restrict truck traffic to designated routes.

SF Program 38.4: Continue to enforce California Vehicle Code § 23130, 23130.5, 27150, 27151 and 38275. These sections pertain to allowable noise emissions of vehicles operated on public streets.

Responsibility: Police Department

SF Program 38.5: Investigate mitigation measures for projects that would cause a substantial increase in noise (i.e., cause the L_{dn} to increase above 60 dBA or cause an increase of 5 dBA L_{dn} or more in the noise environment) in adjacent residential areas or in residential areas affected by traffic generated by the proposed project. (Draft EIR, pages 166 and 167, Impact 4.7A)

In areas where noise is within standards, some increases are inevitable. This program is to keep those increases to the minimum necessary.

VI. Economic Development & Fiscal Vitality

CHAPTER VI: ECONOMIC DEVELOPMENT & FISCAL VITALITY

INTRODUCTION

The Economic Development and Fiscal Vitality Chapter is an optional element of the General Plan. The framework for the City's commitment to foster a vital and sustainable local economy balanced and consistent with the broader social and environmental goals of the community is presented in this chapter in two sections.

Section 1: Economic Development describes the City's objectives, policies and programs to strengthen and diversify the local (Novato) economy. While economic factors and impacts extend well beyond City government, this section is based on the recognition that Novato should promote sustainable economic activities where economic development and environmental protection are interdependent. Sustainable economic activities are those whose profitability, quality of product, and responsiveness and resilience persist through both short- and long-term changes in market forces and business cycles. Sustainable economic activities use, and reuse or recycle, resources to meet current needs while ensuring that adequate resources are available for future generations. These resources include not only traditional natural resources and capital but also community resources such as land, infrastructure, people, environmental quality, public services and community identity. It seeks "a better quality of life for all its residents by limiting waste, preventing pollution, maximizing conservation, promoting efficiency, and developing renewable local resources (i.e., financial, fiscal, environmental and social capital) to drive the local economy."¹ Strategies for sustainable economic development recognize the interrelationship between land use and land value, transportation, quality of public services and supporting infrastructure and environmental protection. Therefore, this element must be viewed in context with the other elements of the General Plan; in aggregate, they identify policies and their impacts. In addition, because the economic activity in and around Novato is only part of a larger regional economy, coordination between the multitude of planning and service districts throughout the region will be required to achieve sustainability.

Section II: Fiscal Vitality presents objectives, policies and programs relating to the City's financial well-being. The ability of the City to provide services such as police protection, parks, recreation, planning and public works is dependent on costs and revenues. The City of Novato annually adopts a balanced budget – the costs to be incurred each year cannot exceed the amount of revenue the City expects to collect. It is essential to anticipate the costs of implementing the General Plan. This section contains policies and programs to promote Novato's fiscal well-being.

Novato's economic development and fiscal vitality are also inter-dependent. A vital local economy ensures that private investment is taking place in the community while generating

¹ This definition comes from UN's World Commission On Environment and development chaired by Gro Harlem Brunland, Prime Minister of Norway. Their report *Our Common Future* highlighted the interdependence between the environment and economic development. It is similar to the definition of sustainable development adopted by the President's Council on Sustainable Development.

needed tax revenues to support public services and facilities. When local government is adequately financed, it can in turn provide the infrastructure, planning and services essential for maintaining a high quality of life and environment where businesses can prosper.

In May 1995, the City Council adopted the following *Economic Development Mission Statement* prepared by its Economic Advisory Committee. This Committee was established to develop economic policies for Novato and to foster public/private cooperation.

Economic Development Mission Statement. Promote a sustainable, healthy local economy which will foster a balanced community offering residents opportunities to enjoy a high quality of life, including high quality education, employment, housing, transportation, public services, environmental standards, and aesthetics.

The following goals which establish the framework for this Economic and Fiscal Element are based on this *Mission Statement*.

"To promote a sustainable local economy which results in a balanced community where residents have opportunities to enjoy the components of a high quality of life: employment, housing, transportation, services and physical environment..."

Goal 1. Provide jobs commensurate in pay and skill level for Novato residents and a balance of tax revenues for the City by expanding and maintaining diversity in Novato's economic base and focusing development efforts on clean, non-polluting businesses.

Goal 2. Assist Novato's retail activities by strengthening the City's designated retail areas to serve the needs of local residents and to position Novato as a destination retail center.

Goal 3. Retain existing businesses and attract new businesses within the designated commercially zoned areas by enhancing the City's potential to be a magnet for targeted businesses through urban design improvements, allocation of sufficient developable land designated for office, commercial, retail and industrial uses, acquisition of 21st century information/communication infrastructure (phone systems, cable TV, wireless and/or satellite linkages, etc.), promotion and regulatory reform.

Goal 4. Enhance the Downtown as a community focus to be the heart of the community; to be Novato's thriving multi-faceted economic hub, to serve as a social, cultural, historical and transit center; to attract people for commerce and community affairs from Novato and the surrounding region.

Goal 5. Consider creating an Economic Development Master Plan that provides implementation strategies to achieve economic development goals.

Section 1: Economic Development

Novato's economy evolved from the mid-1800s to early 1900s as an agricultural supply and service center. The largest growth occurred immediately after World War II when Novato became a suburban residential community with neighborhood-based commercial retail and services. The community and local economy went through a period of adjustment following the deactivation and closure of Hamilton Air Force Base in 1974. During the 1980s and 1990s, there has been a significant increase in jobs and a diversification of the City's economy.

Because of Novato's location at the hub of the four North Bay counties and near San Francisco and East Bay cities, many businesses located here. Industrial parks and corporate campuses with a variety of high technology and information-intensive businesses were also established during this period.

Economic History of Novato

❖ 1839	- Rancho de Novato
❖ 1885	- No Malaria, No Fog, No Chill Winds
❖ 1892	- Cheese and Dairy
❖ 1920	- "Marvelous Marin" Attracts Hamilton
❖ 1950s	- Post World War II - Suburbia
❖ 1980s	- Economic Diversification
❖ 1990s	- Knowledge Driven High Tech and Services

I. Existing Conditions ²

A. Office, Retail, and Industrial Activity. Business areas in Novato are in a dispersed pattern. Retail, office, and industrial uses extend from San Marin on the north to Bel Marin Keys and Ignacio on the south, along Redwood Boulevard, South Novato Boulevard, Rowland Boulevard, and in the Downtown/Old Town area.

The *Economic Background Report* indicated that there was sufficient vacant and underdeveloped land to sustain the current levels of commercial development and to meet the anticipated market for commercial land for several years.

Novato businesses provided a total of 17,514 jobs in 1995. Of this total, the majority of jobs were in services, retail, finance, insurance and real estate as indicated on EC Table 1. Manufacturing, construction, transportation/utilities, wholesale trade, agriculture, and public administration jobs accounted for significantly smaller percentages of total jobs.

² More detailed information describing Novato's economy is contained in the Existing Conditions Report, April 1995, prepared by the City; and the Economic Issues Report, May 1994; and Economic Evaluation and Strategy Report, November 1993, prepared by Mundie and Associates for the General Plan revision.

EC Table 1: Novato Labor Force			
Industry	Novato Employees	Novato Residents	Available Labor Force
Agriculture	467	346	-121
Construction	1,069	1,694	625
Manufacturing	1,676	2,142	466
Transportation, Communications, Utilities	390	1,705	1,315
Wholesale Trade	1,125	1,202	77
Retail Trade	3,295	4,338	1,043
Finance, Insurance, Real Estate	2,600	3,527	927
Services	6,603	8,894	2,291
Public Administration	289	1,290	1,001
Total	17,514	25,138	7,624
Source: EDD/Labor Market Information Division 3/95			

Retail Spending and Leakage Patterns for Novato. In order to determine the retail sales leakage for Novato, total propensity to spend within the Novato Market area is compared to total sales captured within the same area; the difference between these two quantities represents sales lost (or leakage) to retail facilities in other geographic locations.

As EC Table 2 indicates, Novato's taxable sales grew between 1987 and 1992 by \$146 million or 62 percent due to the opening of the Vintage Oaks Shopping Center in 1992. Although recent gains in Novato's market share of taxable sales have slowed sales tax leakage, EC Table 3 indicates that Novato still experiences significant leakage, mostly in specialty retail outlets. While some of these "leaked" sales are captured by retail facilities in unincorporated areas immediately adjacent to Novato, a great portion of locally generated sales are captured by regional shopping facilities in San Rafael, Corte Madera, and other Bay Area locations.

**EC Table 2: Novato Taxable Sales Trend
by Category 1987-1992**
Source: State Board of Equalization – Sales in \$000

Type of Outlet	1987 Sales	1987 # Outlets	1992 Sales	1992 # Outlets
Apparel	\$9,495	18	\$13,909	17
Gen. Merchandise	1,072	5	76,154	7
Drug Stores	14,076	8	14,987	6
Food Stores	23,516	25	26,613	25
Package Liquor	3,730	7	4,420	8
Eating & Drinking Places	23,249	79	35,728	101
Home Furn. & Appliances	8,312	31	4,819	27
Building Materials	19,516	17	16,154	13
Auto Dealers/ Supplies	49,089	17	58,685	25
Service Stations	22,023	17	31,240	14
Other Retail Stores	19,379	116	21,324	109
Other Sources	42,622	1,007	78,238	1,278
TOTALS	\$236,079	1,347	\$382,271	1,630

**EC Table 3: 1992 Novato Estimated Taxable Sales Leakage
by Type of Outlet**

Source: State Board of Equalization, Ronald Brill, Research & Communication
This table shows Novato sales leakage to other parts of Marin and does not include leakage to other counties - All sales are in \$000.

Type of Outlet	1992 Novato Sales	Marin County Sales	*Novato % of Pot. Mkt. Share	*Est. Novato (Leakage) Surplus
Apparel	\$9,495	\$111,701	61%	(\$10,606)
Gen. Merchandise	76,154	284,902	132%	18,319
Drug Stores	14,987	66,706	111%	1,356
Food Stores	26,613	163,020	80%	(6,480)
Package Liquor	4,420	20,039	109%	352
Eating & Drinking Places	35,728	255,073	80%	(9,962)
Home Furn. & Appliances	4,819	120,241	20%	(19,590)
Building/Farm Materials	24,637	147,006	54%	(13,688)
Auto Dealers/ Supplies	58,685	248,569	116%	8,225
Service Stations	31,240	130,107	118%	4,828
Other Retail**	78,238	884,309	44%	(101,277)
TOTALS	\$382,271	\$500,118	76%	(\$117,847)
*Potential market share percentage and (leakage)/surplus is determined by comparing Novato's percentage of total Marin population (20.3%) with Novato's percentage capture of Marin County sales.				
**Specialty stores including gifts, sporting goods, florists, photo equipment, stationery, jewelry and office supplies.				

- B. Employment: Novato Workers and Novato Residents.** Traditionally, the City of Novato has been a "bedroom community" – a suburb with more residents than jobs. In recent years the City has experienced an increase in the number of jobs relative to the number of residents, and the gap between jobs and residents has been closing.

Despite an increase in local jobs, 70 percent of employed Novato residents still commute to work outside the City. This is due in part to a shortage of high paying employment opportunities in the City and in part to the fact that many of the new jobs in Novato are in the retail and service sectors and are held by people who commute from other communities, in part because they cannot afford to live in the City. One of the conditions created by this situation is higher average commute times for Novato residents commuting elsewhere to work due to Novato's geographic location. According to the 1990 U.S. Census, mean travel time to work for employed City residents in 1990 was 30 minutes –

7 percent higher than the 28-minute average for all employed Marin County residents and 20 percent higher than the average of 25 minutes for all California workers.

Because increasing the number of local jobs alone will not necessarily provide more jobs for Novato residents, increasing local job opportunities must also include a greater diversity in the types of jobs, and strategies to match developing new job opportunities to the local work force, thereby reducing the amount of commuting for local residents, and strengthening the City's economy.

- C. Downtown.** Downtown Novato (including Old Town) is located primarily along Grant Avenue between Railroad Avenue and Seventh Street. "Old Town" is the area between Railroad Avenue and Redwood Boulevard, while "Downtown" occupies the area between Redwood Boulevard and Seventh Street. The Downtown/Old Town area encompasses a mix of businesses, including restaurants, clothing stores, boutiques, various other kinds of retail, construction/home improvement-related businesses, financial institutions and services, offices, and the City government.

Retail sales tax revenues from the Downtown declined after the opening of the Vintage Oaks Shopping Center in 1992. Annual retail sales in the Downtown area decreased from approximately \$104.3 million in 1990 to approximately \$90.3 million in 1992. While the shopping center has introduced some types of retail stores that Novato has never had before, thereby allowing the City to "capture" more of local residents' retail spending, it has also brought stiff competition for existing stores. In competing with the shopping center, "Downtown/Old Town" stores are at a disadvantage because this area does not have large "anchor stores" that will draw customers. Downtown stores do not receive the benefits of centralized management provided in shopping centers. Downtown stores typically must sell goods at higher prices, because they are not able to buy in as large a volume as shopping center stores, most of which are national chain operations. Parking and public transportation are perceived to be not as convenient, and store hours are not as long.

A Specific Plan is in preparation to reverse this trend. Recent economic and market analysis indicated that the Downtown could be revitalized with a mixture of entertainment, restaurants, and a clustering of home improvement stores targeted to the homeowner.³

- D. Visitor and Tourism Activity.** Tourism contributes to the community by providing revenues for local businesses. Restaurants, hotels, and a wide variety of retail and personal service businesses could increase their revenues through additional tourist and visitor activity in Novato.

Tourist activity could build on Novato's excellent position at the edge of the wine country, within a short drive and proximity to San Francisco and a gateway to

³ *Assessment of Near-Term Retail and Entertainment Development Opportunities for the Downtown Novato Specific Plan.* Keyser Marston Associates, Inc., November 1994.

Pt. Reyes National Seashore. In addition, because of the conservation and restoration of the North Bay region's wetland areas, opportunities exist for the City and Novato businesses to benefit from ecotourism to these areas. Sponsoring special events, improving the appearance and unique sense of place of the Downtown, and establishing more varied entertainment uses Downtown would increase the number of people visiting Novato.

II. Issues and Concerns Facing the City

The following section discusses the major economic development and employment concerns and issues facing the City. It also identifies the trends that will influence the key decisions that the City must make to provide direction for future economic development.

- A. Land.** Land represents a primary resource for economic development. Without this resource, economic development and/or expansion is severely constrained, limiting opportunities for private investment, business and employment. Therefore, land has been identified as a major economic development issue for Novato.

One of the most serious constraints pertaining to future economic development in Novato is the limited amount of vacant, suitable land for expansion or development. While many small vacant parcels can be found in the City, they are often perceived as not suitable for development due to such factors as size, shape and location. As might be expected, the limited supply of land, in conjunction with strong demand, has led to price increases, particularly in the past five years. Land prices have risen so sharply that, in most cases, only commercial development can support these prices. In addition to its cost, the difficulty in assembling land for economic development is further compounded by small parcel sizes and fragmented ownership. In spite of these problems, the demand for land is strong, and its limited supply will ensure its ever increasing price. Higher land prices will essentially dictate commercial development rather than industrial development, since the latter, in general, cannot support current land prices, or anticipated increases in land costs. Nevertheless, retention of existing commercial businesses, as well as facilitating their expansion within Novato, should be a high priority.

The City can and does intervene indirectly in the market place through its regulatory and financing powers. It can determine what kinds of uses can be developed at certain locations. These powers can also be used to promote certain land uses by restricting other competing land uses, e.g., limiting industrial zones to industrial uses only. In this manner, the City can use its regulatory powers to encourage those land uses at those locations where it feels it will help to achieve its economic development objectives. However, regulatory and administrative reform is necessary to make more cost-effective and time-certain the application and permitting process without compromising environmental review and citizen participation.

1 **B. Social Capital.** Another primary resource for economic development is the
2 community's social capital, our citizens, their skills, talent and initiative. Social
3 capital issues include employment, representation of residents in local jobs,
4 opportunities for job training, and the economic development of land for housing
5 vs. jobs.
6

7 Educational and Employment Opportunities. Unlike previous generations,
8 today's residents may have as many as 10 different employers over the span of
9 their employment years. To remain employed, education has become a life-long
10 process. The coordination of education and training programs, oriented to
11 continuous, lifetime learning and retraining can provide the labor force with
12 marketable skills which can be used to continue employment in the region and
13 perhaps in the City. There is a significant work force base within the City that
14 represents a substantial number of employment opportunities. However, long
15 term shifts in the types of jobs have occurred which affect the labor force.
16

17 This demands that additional education and training are provided to ensure their
18 competitiveness. Still, not all jobs in the service industry require high skills.
19 Many employment opportunities are provided in the retail, eating and health
20 services for those with lower skills. The City should work with other public
21 agencies and organizations to identify and provide educational opportunities.
22

23 Sustainable economic development that is consistent with environmental
24 protection and improving the quality of life and community requires providing
25 equal economic and high quality educational opportunities to all. This means
26 bringing new employment tools and skills (i.e., computer literacy and global
27 information access) to all citizens regardless of previous employment or
28 educational attainment. In addition, a community offering high quality
29 educational opportunities can attract businesses which require employees with
30 high quality educational attainment.
31

32 Another employment concern is the mismatch between the skill requirements of
33 existing and future jobs and the skill levels of the work force. It may not be
34 possible or desirable to create jobs for existing skill levels. It may be more
35 desirable to raise or instill skill levels to meet the needs of existing and future
36 jobs, since inadequate skills are a major barrier to employment.
37

38 Employment opportunities in the City will continue to increase primarily due to
39 the growth of existing businesses and development of new office space. In
40 addition to this direct employment, indirect employment will result from
41 stimulation of the local economy through business purchases of goods and
42 services from other businesses.
43

44 Office development not only impacts employment directly but indirectly creates
45 related employment opportunities. There are complementary relationships
46 between office space, restaurants and shopping facilities. Eating and shopping
47 facilities complement office employee needs and desires, which in turn expands
48 employment opportunities for low and semi-skilled workers in non-manufacturing
49 industries.
50

1 Improved Representation of Local Labor Force in Local Jobs. There are
2 methods of expanding the percentage of local jobs that are filled with local labor
3 force. These include close monitoring of employment needs and job openings
4 and active promotion of the local labor force. Another positive approach would
5 be for the City to have the capability to offer a prospective employer a pool of
6 potential employees trained to meet his or her needs.
7

8 Another approach is to identify housing and quality of life opportunities so that
9 more of the local jobs will be held by people moving into the City.
10

11 However, given residential preferences and the general pattern of job mobility,
12 it would be unreasonable to expect a significant increase in the percentage of
13 locally-employed residents without strong General Plan objectives in
14 collaborating with other public and private entities to achieve this goal.
15

16 Alternative Opportunities for Job Training. This is, perhaps, the most difficult
17 employment issue to address in today's economic and political climate. With the
18 loss of traditional resources for job training programs in the face of growing
19 needs, the problem of adapting the local labor force to meet the requirements
20 of a changing economy may soon reach crisis proportions. Job skills
21 obsolescence rather than the lack of jobs appears to be the critical employment
22 issue of the day.
23

24 With the shrinking resources, local government and educational agencies must
25 look at closer coordination and sharing of resources with private sector
26 participation inasmuch as they have a vested interest in having a skilled
27 workforce trained to meet their needs (e.g., College of Marin/Indian Valley
28 Campus "contract training" for employers) if they are to meet the challenge of
29 training or retraining the labor force for a changing economy. A skills community
30 training center is an example of this coordination, but this concept needs to be
31 expanded to include private sector and non-governmental organization
32 participation.
33

34 Also, the private sector can be encouraged to play a more active role in job
35 training. In other parts of the country, it has either undertaken job training
36 programs on its own without government assistance or has contracted with
37 educational institutions, governmental and non-profit agencies to carry out job
38 training programs with a guarantee that graduates would be hired.
39

40 Jobs from Economic Development Versus Jobs for Novato Residents. Given
41 the interdependence of cities within the Bay Area, it is not possible nor even
42 desirable that each community become insular and attempt to meet its individual
43 job needs within its borders, one must assume a regional perspective.
44

45 While it is true that a great many of the jobs being created by current economic
46 development efforts are going to non-Novato residents, by the same token, other
47 communities are providing jobs for Novato residents, as is pointed out by the
48 1995 census finding that 70 percent of the local labor force work outside the
49 City. Still, in view of the fact that Novato is "importing" ever greater numbers of
50 employees, it is not unreasonable to seek somewhat improved performance in

that regard. A greater percentage of jobs held by resident labor force would result in less traffic congestion and greater sense of community. From the employer's standpoint it could mean less absenteeism and possibly greater employee performance and productivity.

C. Industries and Infrastructure in Transition.

A primary constraint on economic development and productivity is transportation and traffic congestion. The long cherished transportation solutions of expanding roads, bridges and public transit are not, by themselves, going to solve gridlock, air pollution or fuel shortages, even if they could overcome serious financial and political problems. Some new ideas such as disincentives for solo drivers have had only very limited success. The idea of linking transportation and telecommunications first emerged in the mid-1970s when telecommuting, taking the work to the worker via telecommunications, was first described. In 1991, the California Engineering Foundation held a conference and issued a report titled "Transportation Redefined: Moving People, Goods and Information." The report urged the use of telecommunications as part of the transportation mix and shifting transportation subsidies and incentives. This evolving concept sees technology and electronic highways as both an alternate transportation mode and a means of maximizing use of traditional transportation systems. Going beyond just "bringing the work to the worker," this view sees the definition of mobility expanding through telecommunications to bring services to a broad mix of consumers and taxpayers, moving information and services rather than people. Examples include education, health care and government information. New Federal legislation is supportive of this movement. For example, the National 1991 Intermodal Surface Transportation Efficiency Act (ISTEA) encourages broader thinking on mobility and provides State, regional, and local governments the flexibility to choose from among a variety of transportation modes, including additional transit, transportation demand management strategies, clean fuel vehicle fleets, telecommunications substitutes for transportation, and other options to improve their transportation systems, reduce congestion, and improve air quality. State and regional groups actively funding development and implementation projects to help local communities relieve the constraints on economic development imposed by traffic congestion through the use of new telecommunications technologies include: Bay Area Air Quality Management District, Bay Area Council, California Air Resources Board, California Energy Commission, California Department of Transportation, and Metropolitan Transportation Commission. For Novato, acquisition of new fiber optic cable systems, two-way satellite and other wireless linkages to global information resources, and increased phone system capabilities present major challenges and issues for the community.

D. City's Influence on a Sustainable Economy. The City intends to use the powers available to it to promote sustainable economic activity. Sustainable economic activity redefines economic growth. It is not growth for its own sake. The main characteristics of sustainable economic development are:

- It recognizes that ecology and economics are interdependent;

- It makes economic decisions about growth, development, or business activity based on the long-term effects of those decisions, both in the economic benefits to and the environmental effects on the community;
- It encourages a full range of economic activities that incorporate conservation, reuse and recycling of resources and capital, and the prevention of pollution or degradation of resources;
- It builds on the characteristics unique to the locality to create economic diversity and self-sufficiency; and
- It recognizes the City's interdependence with neighboring communities and other public agencies.

Strategies for sustainable economic development include the provision of incentives to influence private investment decisions. These typically consist of allocating sufficient developable land designated for office, commercial, retail and industrial uses; establishing incentives to attract new businesses and retain existing businesses; and implementing expedited processing of development plans.

It is also necessary to promote Novato as a desirable place to do business. Efforts to create a good business climate in which there exists close public-private sector cooperation will yield positive results.

The City can influence or otherwise affect local and regional economic development in many ways. However, the primary responsibility for achieving a healthy, sustainable economy rests with the private sector, and with national and regional trends that are beyond the City's influence. Cooperation among entities with different mandates, responsibilities and powers is essential to making sustainable economic development effort successful. EC Table 4 summarizes the City's potential influence on economic variables as they relate to the General Plan.

EC Table 4: The City's Influence on Economic Variables					
Variable	Yes	Some- what	No	Indirectly	General Plan
Demand for goods and services				✓	
Local demand				✓	—
Extra-local demand			✓		—
Characteristics of the labor force		✓			
Size of the working age population				✓	
Age composition				✓	
Education/skills		✓			
Labor force participation				✓	
Commute patterns		✓			
Novato's competitive position compared to the Bay Region	✓				
Local natural resources that are economic inputs		✓			
Affordable housing supply		✓			
Affordable land		✓			
Gateway to outdoor recreation	✓				
Tourism		✓			
Quality of life	✓				
Distance to major markets			✓		—
Novato's ability to accommodate regional growth		✓			
Land with proper plan and zoning designations	✓				
Land served by infrastructure	✓				
Land served by adequate access/egress routes	✓				
Regulations governing site development	✓				
Development fees	✓				

EC Table 4: The City's Influence on Economic Variables

Variable	Yes	Some- what	No	Indirectly	General Plan
Government attitudes toward development	✓				
National conditions				✓	
Supply of natural resources and other industrial inputs			✓		—
Productivity trade-offs between labor and capital			✓		—
Interest rates			✓		—
Availability of construction financing		✓			
Availability of operating capital		✓			

The policies and programs in the next section are intended to coordinate local government efforts in a deliberate and planned manner with the private sector and other public and private organizations to accomplish the goals of this Chapter. It seeks to establish working relationships between business, government and the community.

Other chapters of this plan contribute to sustainable economic development:

- The *Land Use Chapter* contains policies and programs to encourage additional housing Downtown which would enlarge the market for Downtown businesses and foster increased nighttime use of the center of Novato. The Neighborhood Commercial and Mixed Use land use designations permit mixed residential and commercial uses. This increases local shopping opportunities, reducing the need for travel, and provides a larger local market. The Commercial/Light Industrial Land use designation specifies land uses and densities to facilitate the preservation and enhancement of existing light industrial and home-supply businesses north of "Old Town."
- The *Transportation Chapter* seeks to ensure that the City's transportation system will not become overloaded, because traffic congestion seriously affects local economic activity. Alternatives to the single occupant vehicle are combined with programs for improvements to the roadway system. Ensuring that people and goods can continue to move efficiently throughout Novato is essential to a healthy local economy.
- The *Housing Chapter* contains programs to ensure that additional affordable housing will be built. Employers typically look for communities that can provide a variety of housing for their work force.

- The *Environment Chapter* continues the City's policies of having a generous amount of parks, trails and recreation facilities to serve all sectors of the community. This chapter also contains policies to ensure that Novato's unique environmentally sensitive areas are preserved. Restored or preserved wetlands in the North Bay region may generate tourism activity for the City.
- The *Community Identity Chapter* recommends establishing design guidelines to improve the appearance of existing and future development throughout the City; programs to preserve and enhance historical buildings and sites; and programs to strengthen Novato's unique sense of place.

III. Objectives, Policies, and Programs for Economic Development

EC Objective 1: Foster Economic Development

EC Policy 1 Economic Development Commission. Create an Economic Development Commission to replace the current City/Chamber of Commerce Joint Economic Advisory Committee to foster public and private cooperation and to lead in the implementation of the following programs and policies.

EC Program 1.1: Identify means to provide staff support and resources to assist the Economic Development Commission.

Responsibility: Central Administration

EC Program 1.2: Present annual recommendations of the Economic Development Commission to the Planning Commission and City Council.

Responsibility: Central Administration

EC Program 1.3: Consider developing an Economic Development Master Plan.

Responsibility: Central Administration

The purpose of this plan would be to develop economic development strategic plans and means of implementation and to determine the economic, financial and fiscal impacts of alternative development proposals and the effectiveness of the policies and programs of this Chapter.

1 EC Program 1.4: A study should be conducted of Novato's small
2 businesses to determine the factors that encourage and discourage
3 small businesses from seeking or moving from Novato locations; to
4 profile Novato's existing small business community to identify obstacles
5 to small businesses; and to make recommendations for action the City
6 can take to encourage small businesses.
7

8 Responsibility: Central Administration
9

10 EC Program 1.5: Propose an annual local report to the City Council on
11 progress in implementing a vital sustainable economy. The report would
12 include information on job creation, business development, the amount
13 of remaining vacant and underdeveloped commercially designated land,
14 and the results of other economic development strategies and how these
15 are implementing General Plan goals and policies. (A month will be
16 designated for receipt of this annual report.) Statistics on availability of
17 commercially designated land will be included in said report.
18

19 Responsibility: Central Administration
20

21 **EC Objective 2: Maximize the capacity for employment-generating uses in**
22 **areas designated for non-retail business.**
23

24 The supply of land suitable for commercial and major office development is limited. To
25 preclude these lands from being used inappropriately or inefficiently, a number of
26 policies and programs will be adopted.
27

28 EC Policy 2 Commercial Lands. The City should encourage the development of
29 commercial lands primarily for economic activities that contribute to local employment
30 and income.
31

32 EC Program 2.1: In reviewing development plans for commercial and
33 major office development, encourage the use and/or reuse of floor space
34 primarily for production of goods and services.
35

36 EC Program 2.2: Allow in commercially designated areas only those
37 uses that provide either business and professional services directly
38 supportive to workplace uses, or convenience goods, restaurants, and
39 other food and beverage and services needed by local workers.
40

41 EC Program 2.3: The City shall review, and amend as necessary, the
42 allowed and conditional uses in the appropriate sections of the Zoning
43 Ordinance to ensure that lands zoned for light industry and offices are
44 developed predominantly for workplace uses.
45

46 EC Program 2.4: Amend the Zoning Ordinance to specify those retail
47 uses that may be allowed in industrial districts with conditional use
48 permits.
49

1 EC Policy 3 Employment Intensity. Consider allowing employment intensity to increase
2 over time to reflect changes in technology and workplace organization.
3

4 EC Program 3.1: Through the work of the Economic Development
5 Commission or other body, investigate opportunities to increase
6 employment in the City.
7

8 EC Program 3.2: Consider the need for changes in zoning and other
9 development regulations in order to allow future increases in
10 employment intensity.
11

12 *Any changes which would permit development intensities to exceed the*
13 *maximums stated in LU Table 2 would require General Plan*
14 *amendments.*
15

16 **EC Objective 3: Encourage businesses, particularly targeted businesses,**
17 **that provide a variety of employment opportunities**
18

19 Novato's commercial lands should be used as efficiently as possible. Average
20 employment intensity should build over time through an increase in the employment
21 intensity of new and alternative workplace uses (both commercial and office) and
22 telecommuting. In particular, the City should seek new jobs that employ Novatans so
23 as to increase the number of people who both live and work in Novato.
24

25 EC Policy 4 Regulatory Environment. Create a regulatory/administrative environment
26 that will retain or attract to Novato workplace uses (targeted businesses) that meet
27 criteria set by the Economic Development Master Plan and are commensurate with the
28 pay and skill levels of Novato residents.
29

30 EC Program 4.1: Review the design of new commercial development
31 and encourage the potential for future increases in employment intensity,
32 and including methods for realizing Policies 3 and 4.
33

34 EC Program 4.2: Create a development review process that will attract
35 rather than discourage nonresidential development.
36

37 EC Program 4.3: Identify in the Economic Development Master Plan
38 tools and incentives for nonresidential development such as
39 redevelopment, tax exempt financing and industrial development bonds.
40

41 With new development and with intensification of land use, land values
42 will rise in Novato. Commercial sites initially developed at relatively low
43 intensities may be converted to higher intensity uses, if the site and
44 building plans can accommodate the increase in parking brought on by
45 the intensification, or if alternative Transportation Systems Management
46 (TSM) measures are implemented.
47

48 EC Policy 5 Economic Growth. Novato shall primarily pursue economic growth through
49 the development of local employment opportunities, particularly in targeted businesses
50 as defined in the Economic Development Master Plan.

1 *Examples of businesses which would be encouraged in Novato include:*

- 2
- 3 • Information/Knowledge based: including CD-ROM, multimedia and software
- 4 development, telecommunications for entertainment and education;
- 5
- 6 • Biotechnology, Including biomedical services;
- 7
- 8 • Green Industries, including products from recycled materials, services/
- 9 products for energy conservation, green waste processing, organic and
- 10 native plant agriculture/farming, and environmental restoration;
- 11
- 12 • Professional home-based business;
- 13
- 14 • Small service businesses, including desktop design/publishing/printing;
- 15
- 16 • Ecotourism and environmentally sensitive recreation.
- 17

18 EC Policy 6 Business Encouragement. The City shall actively encourage new and

19 existing targeted businesses to locate in Novato, increasing employment opportunities

20 for Novatans.

21

22 EC Policy 7 Employment Opportunities. Encourage an increase in the number and

23 type of jobs that would enable people to live and work in Novato, consistent with the

24 goals and policies of the General Plan.

25

26 EC Program 7.1: Identify programs that could reduce the number of

27 residents working outside of Novato.

28

29 EC Program 7.2: Encourage employers to locally advertise new job

30 opportunities.

31

32 Responsibility: Central Administration

33

34 EC Program 7.3: Support or jointly sponsor local job, trade and

35 business fairs.

36

37 Responsibility: Central Administration

38

39 EC Program 7.4: Encourage coordination among employers,

40 developers, and training and educational institutions to improve the

41 match between emerging job opportunities and training programs.

42

43 Responsibility: Central Administration

44

45 EC Policy 8 Workplace Alternatives. Promote the establishment and expansion of

46 workplace alternatives, including home occupations, telecommuting businesses and

47 technology-transfer based businesses.

48

1 EC Program 8.1: Review and revise as feasible existing land use
2 regulations to encourage workplace alternatives. Identify incentives
3 encouraging this type of use.
4

5 EC Program 8.2: Work with educational institutions to provide
6 employment training, re-training, and vocational education for potential
7 employees of Novato businesses.
8

9 Responsibility: Central Administration and Community Development
10

11 *This program could include facilitating the establishment of an*
12 *employment training center on the site of the existing Indian Valley*
13 *Campus and/or another suitable site.*
14

15 EC Policy 9 Live/Work Uses. Provide additional opportunities for combined residential
16 and work uses.
17

18 *Live/work units provide several important incentives to sustainable economic*
19 *development. They enable "incubator" or starter businesses to get established while*
20 *at the same time providing affordable housing. Live/work units reduce the need to travel*
21 *and often enliven the neighborhoods where they are located.*
22

23 EC Program 9.1: Adopt a live/work ordinance with performance
24 standards for noise, dust, odors, traffic, and related potential nuisances;
25 specific standards relating to the proportion of living versus workplace
26 space; and other regulations to ensure that the live/work uses do not
27 displace, but complement and are compatible with, the land use
28 designations where they will be located.
29

30 *The ordinance should specify which land use designations would be*
31 *appropriate for live/work units.*
32

33 **EC Objective 4: Retain and Attract Businesses** 34

35 *Studies of job creation have found that small businesses create the majority of new jobs.*
36 *Small businesses also contribute to economic diversity, which expands job opportunities*
37 *and provides resilience during economic downturns. Locally-owned businesses provide*
38 *economic strength to a community because they are more likely to buy local materials*
39 *and services, help create a sense of place, and provide for more community*
40 *involvement.*
41

42 EC Policy 10 Small and Locally Owned Businesses. Encourage the establishment of
43 small and locally-owned businesses, and give this sector of the local economy a high
44 priority .
45

46 EC Program 10.1: Target small businesses in promotional economic
47 programs.
48

49 Responsibility: Central Administration
50

1 EC Policy 11 Retention of Existing Businesses. Retain, upgrade, and increase the
2 vitality of existing Novato businesses.
3

4 EC Program 11.1: Consider establishing an administrative program to
5 facilitate the renovation of existing commercial buildings to meet current
6 code.
7

8 EC Program 11.2: Develop an economic development strategy for
9 Novato as part of the Economic Development Master Plan. Consider
10 implementing the following as part of the Economic Development Master
11 Plan:
12

- 13 a. Survey Novato businesses to determine why they located in the
14 City, whether they would do it now, the advantages and
15 disadvantages of their location, and their current and future
16 needs.
17
18 b. Review existing City policies to determine whether changes are
19 needed to respond to concerns identified in the survey. Submit
20 necessary changes to the Planning Commission and City
21 Council, as appropriate.
22
23 c. Assemble and maintain an updated inventory of sites available
24 for commercial and industrial development, noting characteristics
25 that respond to the location-related, decision-making factors
26 identified in the business survey. Publish a brochure for
27 describing these sites.
28

29 Responsibility: Central Administration
30

31 EC Program 11.3: Make mapping and other land use information
32 available at a reasonable cost to local businesses seeking to relocate in
33 Novato.
34

35 EC Program 11.4: Consider fee reductions for processing of lot
36 assembly applications for non-residential uses.
37

38 *This change would remove one obstacle to creating larger sites suitable*
39 *for larger and more modern development projects, in the Downtown area*
40 *and other developed areas of Novato.*
41

42 EC Policy 12 Attracting New Businesses. Encourage new targeted businesses as
43 defined by the Economic Development Master Plan.
44

45 EC Program 12.1: Work with public and private entities to identify,
46 publicize, and promote sites available for targeted businesses.
47

48 Responsibility: Central Administration
49

1 EC Program 12.2: Assist in publishing and distributing promotional
2 brochures and information about Novato to attract businesses to the
3 City.
4

5 Responsibility: Central Administration
6

7 EC Program 12.3: Assist in instituting a promotional marketing program
8 and tours for targeted businesses. Provide information to private
9 decision makers (including industrial developers and realtors) on site,
10 services, amenities, housing availability and the City's commitment to
11 providing needed facilities and to reduce project approval time.
12

13 Responsibility: Central Administration
14

15 EC Program 12.4: Work with the Marin County Economic Commission
16 in its educational, informational, and development activities.
17

18 Responsibility: Central Administration
19

20 EC Policy 13 Information Infrastructure. The City shall take action to provide the
21 information infrastructure necessary to retain and attract targeted businesses.
22

23 EC Program 13.1: Work with telecommunications companies and the
24 PUC to encourage state-of-the-art telecommunications capabilities,
25 including fiber optic, satellite, wireless, cable lines and other new
26 emerging technologies capable of transferring data digitally.
27

28 EC Program 13.2: Consider establishing a targeted business program
29 to assist businesses wishing to relocate and/or expand in Novato.
30

31 EC Program 13.3: Assist our educational systems, particularly through
32 public/private partnerships, in achieving and maintaining state of the art
33 proficiency with regard to information, computer, and communications
34 technologies and the education, re-training, and infrastructure required
35 to fulfill this objective.
36

37 EC Policy 14 Environmental Standards. Continue to require high environmental
38 standards in the development and operations of all businesses. (See Chapter IV:
39 Environment.)
40

41 *Novato's environmental quality is an essential factor in attracting and retaining*
42 *businesses and employees.*
43
44

1 **EC Objective 5: Revitalize the Downtown Area**

2
3 *The City is preparing a Downtown Specific Plan to revitalize Downtown and ensure that*
4 *it becomes the economic, social and cultural center of Novato.*

5
6 EC Policy 15 Downtown. Improve the economic vitality of Downtown.

7
8 EC Program 15.1: Implement the adopted Downtown Specific Plan.

9
10 EC Program 15.2: Support and facilitate special events such as the
11 Farmer's Market, Art & Wine Festival, July 4th Parade, and holiday-
12 related promotions downtown.

13
14 Responsibility: Central Administration

15
16 EC Program 15.3: Explore various financial programs to encourage
17 existing businesses to renovate/retrofit existing commercial structures to
18 meet market needs and thereby stay in Novato.

19
20 Responsibility: Central Administration

21
22 *Refer to the Community Identity Chapter for policies and programs*
23 *relating to design guidelines consistent with Downtown Specific Plan*
24 *Guidelines.*

25
26 EC Policy 16 Tourism. Encourage the development of tourism in Novato.

27
28 EC Program 16.1: Sponsor and/or support public events downtown that
29 draw visitors from outside of Novato.

30
31 Responsibility: Central Administration

32
33 *The policies and programs in the Downtown Specific Plan are intended*
34 *to create a sense of place and environment which will attract additional*
35 *visitors and tourists to downtown. Refer to the Community Identity*
36 *Chapter which contains programs relating to the downtown and to public*
37 *art.*

38
39 EC Policy 17 Retail Development Downtown. Encourage additional retail development
40 downtown.

41
42 *The City is giving a high priority to supporting the economic vitality of downtown*
43 *businesses, while improving the important linkages among different business areas*
44 *within the City.*

45
46 EC Program 17.1: Assist in evaluating the market for desired retail uses.
47 Identify incentives to attract targeted retail uses downtown.

48
49 Responsibility: Central Administration

1 **EC Objective 6: Encourage Sustainable Local Economic Activity**

2
3 EC Policy 18 Sustainability. Encourage businesses which emphasize economic
4 sustainability. Consider analysis of economic impacts before approving major
5 development projects.
6

7 EC Program 18.1: Assist in establishing an educational program for
8 Novato businesses on ways to profit from sustainable environmental
9 business practices, including recycling of manufactured goods and other
10 materials; incentives to travel by means other than the single-occupant
11 automobile; eco-efficiency, and water and energy conservation.
12

13 Responsibility: Central Administration
14

15 EC Program 18.2: Develop a strategy to target sustainable
16 environmental businesses (green industries) in the *Economic*
17 *Development Master Plan*.
18

19 Responsibility: Central Administration
20

21 EC Program 18.3: Review, and revise as needed, the recommendations
22 and proposed programs of the Economic Development Commission to
23 ensure that the goal of developing sustainable economic development
24 is being achieved.
25

26 Responsibility: Central Administration and the Community Development
27 Department
28

29 EC Policy 19 Administrative Reform. Reform and improve administrative processes as
30 identified in the Economic Development Master Plan relating to business in order to
31 foster the spirit of cooperation, understanding, consensus and partnership between
32 government and business.
33

34 EC Program 19.1: Review and recommend, where necessary, changes
35 to all ordinances, regulations and regulatory processes as they relate to
36 a sustainable local economy as identified in the Economic Development
37 Master Plan.
38

39 Responsibility: Community Development Department
40

41 EC Policy 20 Attracting Shoppers. Attract shoppers to Novato's destination retail
42 center(s) from within Novato and beyond.
43

44 EC Policy 21 Compatible Retail and Commercial Uses. Promote compatible retail and
45 commercial combined uses/concentrations to improve business retention and attraction
46 and reduce vacant or underutilized sites.
47

48 One of the issues influencing Novato's economic sustainability is its heterogenous land
49 use patterns, which includes incompatible uses, vacant parcels, and underutilized
50 space. As opportunities arise to address these problems, timely consideration of

compatibility and concentration of use and their cumulative effects should be made. The City should seek to reduce land use incompatibilities while at the same time improving the mix of uses.

EC Policy 22 Existing Retail Base. Novato's existing retail base, and the existing scale of retail development should be maintained and expanded. Cluster retail and related uses so that they are concentrated rather than dispersed. Take steps to maintain existing and promote new auto dealerships.

EC Program 22.1: The City will prepare an inventory of vacant commercially-zoned parcels fronting on major arterials, and will estimate the annual absorption of such parcels in order to advise the Planning Commission and City Council regarding the adequacy or excess of commercial zoning in those locations.

EC Program 22.2: City agencies will cooperate with the Chamber of Commerce and other public/private organizations in supporting promotional activities that emphasize Novato retailing.

EC Program 22.3: Encourage new retail and commercial uses to locate in appropriately zoned areas, and require applicants for new retail and related commercial uses to find existing zoned sites.

Section 2: Fiscal Vitality

Novato, like other municipalities, faces a challenging financial future. There are opportunities and strategies available to achieve the long term financial health of the City, ensuring the maintenance of City services and facilities and a high quality of life. However, until the State of California deals effectively and comprehensively with State-wide problems including potential changes to the existing tax system, the future of municipal budgets and the vital services they provide are not certain. In the interim, cities are forced to pursue various strategies to fund the maintenance of and increasing demand for programs and services.

The Fiscal Vitality section highlights the fiscal condition of the City under the General Plan and projects future fiscal conditions under the General Plan over the next 20 years. Overall, the fiscal projections for the General Plan indicate that operating revenues will exceed costs in the earlier years of the 20 year study period, but predicts that for the later part of the period, the City will operate at a deficit. The purpose of the Economic Development and Fiscal Vitality Element, among other reasons, is to present objectives, policies, and programs to minimize or eliminate that deficit.

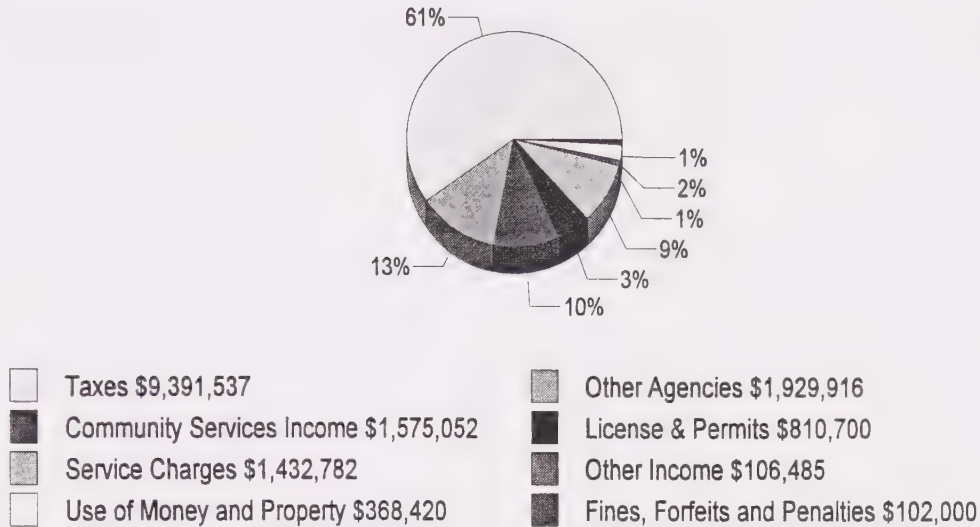
I. Existing Conditions

A. Fiscal Conditions of City (Current)

Novato's current fiscal condition is the balance of costs incurred and revenues generated by the City's existing development, population and employment, given the City's ability to generate those revenues and level of service delivery. Although Novato's budget must be balanced, revenues to expenditures, the City

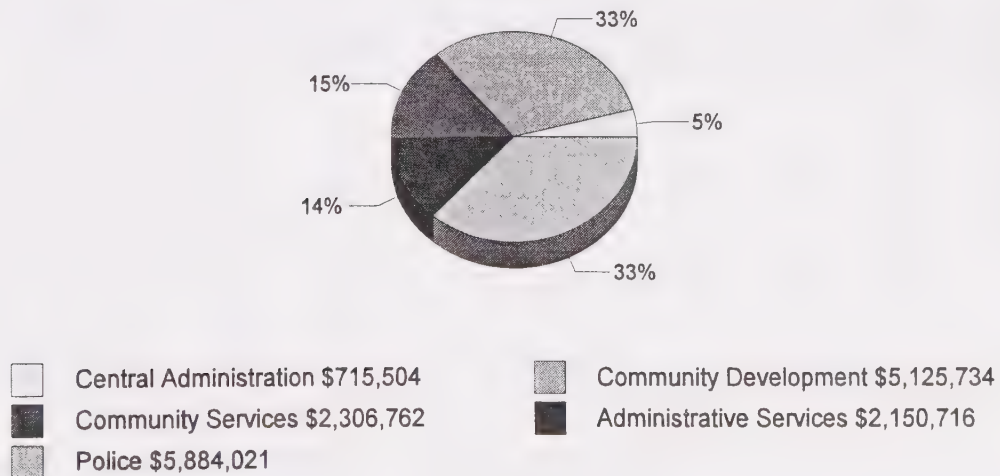
remains below average in both revenues and expenditures relative to comparable Bay Area cities.

Revenues, Fiscal Year 1995/96



EC Figure 1: Adopted City Budget 1995/96 - Revenues & Appropriations

Appropriations, Fiscal Year 1995/96



**EC Table 5: Municipal Revenues & Costs, Novato and
Other San Francisco Bay Area Cities of Similar Size, Fiscal 1992/93**

**MUNICIPAL REVENUES AND COSTS, NOVATO AND OTHER S.F. BAY AREA CITIES
OF SIMILAR SIZE, FISCAL 1992/93, EXCLUDING FIRE DEPARTMENTS**

(000) Omitted	Novato	San Rafael	So. S.F.	Pleasanton	Union City	Palo Alto	Milpitas	Petaluma	Average	Novato % of Average
County:	Marin	Marin	San Mateo	Alameda	Alameda	Santa Clara	Santa Clara	Sonoma		
Population, Jan. 1993	48,897	52,122	56,613	54,348	56,753	57,324	56,671	45,709	47,604	102.7%
REVENUES:										
Functional	19,903	10,049	22,276	25,201	8,192	66,637	19,722	22,626	24,326	81.8%
Revenues										
General Revenues	10,721	14,320	17,986	25,694	10,654	26,156	16,415	12,529	16,809	63.8%
Total	30,624	24,369	40,262	50,895	18,846	92,793	36,137	35,155	41,135	74.4%
EXPENDITURES:										
Operating	16,349	22,043	40,934	39,534	16,414	84,133	35,308	26,576	35,161	46.5%
Expenditures										
Capital Outlays	7,132	3,363	15,207	5,363	1,285	19,675	15,705	971	8,588	83.0%
Total	23,481	25,406	56,141	44,897	17,699	103,808	51,013	27,547	43,749	53.7%
INCOME SOURCES:										
Taxes	9,651	11,821	16,101	23,179	8,401	20,660	10,448	10,903	13,895	69.5%
Special Benefit	102	1,630	811	-	2,138	-	-	110	599	17.1%
Assessments										
Licenses and	700	663	589	1,041	566	1,420	2,063	1,231	1,034	67.7%
Permits										
Fines and	114	456	398	128	99	939	209	235	322	35.3%
Forfeitures										
Revenue from	1,020	787	2,650	1,391	768	11,595	5,122	818	3,019	33.8%
Money and										
Property										
Intergovernmental	5,191	3,320	8,597	4,265	4,523	4,471	3,787	2,781	4,617	112.4%
Current Service	3,270	5,302	9,369	19,394	1,670	53,171	14,079	13,537	14,974	21.8%
Charges										
Other Revenues	576	390	1,727	1,497	681	537	429	2,796	1,079	53.4%
Other Financing	10,000	-	20	-	-	-	-	2,744	1,596	626.7%
Sources										
Total	30,624	24,369	40,262	50,895	18,846	92,793	36,137	35,155	41,135	74.4%
OPERATING EXPENDITURES										
General	2,951	1,859	3,403	2,644	1,732	5,770	3,914	2,340	3,077	95.9%
Government										
Public Safety	5,768	9,323	9,050	10,133	8,108	16,247	10,729	7,516	9,609	60.0%
Transportation	2,071	3,440	3,399	2,992	2,483	4,735	1,494	2,988	2,950	70.2%
Community	3,011	2,347	4,725	5,122	1,444	7,403	2,378	2,353	3,598	83.7%
Development										
Health	-	-	13,094	7,779	137	20,555	6,713	3,796	6,509	0.0%
Culture and	2,548	5,074	7,263	4,976	2,510	16,499	3,758	2,673	5,663	45.0%
Leisure										
Public Utilities	-	-	-	5,888	-	7,670	6,322	4,890	3,096	0.0%
Other	-	-	-	-	-	5,254	-	20	659	0.0%
Total	16,349	22,043	40,934	39,534	16,414	84,133	35,308	26,576	35,161	46.5%

Source: California State Controller's Office, Financial Transactions Concerning California Cities, Annual Report 1992/93

Novato's general revenues are 63.8% of the average for comparable Bay Area cities and operating expenditures are 46.5% of the average.

EC Table 6: Marin and Sonoma Cities' Comparison – Revenues per Capita

	1992/93 POPULATION	TOTAL GENERAL REVENUES	REVENUES PER CAPITA
SAUSALITO (Resident)	7,430	3,821,604	\$ 514.00
SANTA ROSA	123,806	46,830,440	\$ 378.00
MILL VALLEY	13,456	6,010,288	\$ 447.00
PETALUMA	45,709	12,529,285	\$ 274.00
SAN RAFAEL	52,122	14,320,340	\$ 275.00
LARKSPUR	11,917	4,154,867	\$ 349.00
CORTE MADERA	8,459	6,036,714	\$ 714.00
NOVATO	48,897	10,720,566	\$ 219.00

Source: California State Controller's Office, Financial Transactions Concerning California Cities, Annual Report 1992/93.

Novato's General Fund revenues per capita are lowest when compared to other cities in the North Bay area. This low revenue per capita condition is an issue of concern which is addressed in the objectives, policies and programs of both the Economic Development section and the Fiscal Vitality section of this Element.

B. Trend/Projected Fiscal Condition of City

EC Table 7: Revenue & Expenditure Trends

**CITY OF NOVATO
MAJOR LOCAL REVENUE SOURCES
MILLIONS OF DOLLARS**

Major Revenue Sources	1992/93	1993/94	1994/95	Projected 1995/96
Sales & Use Tax	\$ 4.49	\$ 4.71	\$ 4.95	\$ 4.92
Property Tax	\$ 2.81	\$ 2.65	\$ 2.98	\$ 2.49
Motor Vehicle In-Lieu Fees	\$ 1.66	\$ 1.73	\$ 1.80	\$ 1.71
Recreation Services Income	\$ 0.96	\$ 1.07	\$ 1.16	\$ 1.58
Licenses & Permits	\$ 0.70	\$ 0.60	\$ 0.48	\$ 0.81
Franchise Taxes	\$ 0.54	\$ 0.55	\$ 0.55	\$ 0.61
Business License Taxes	\$ 0.31	\$ 0.48	\$ 0.52	\$ 0.52
Transient Occupancy Tax	\$ 0.16	\$ 0.15	\$ 0.20	\$ 0.18
Property Transfer Tax	\$ 0.11	\$ 0.13	\$ 0.12	\$ 0.13
Fines, Forfeits/Penalties	\$ 0.11	\$ 0.10	\$ 0.10	\$ 0.10

EC Table 7: Revenue & Expenditure Trends (Cont'd)

City of Novato General Fund Revenue Trend/Projection		
1990/91	\$ 13.80	
1991/92	\$ 15.50	
1992/93	\$ 14.70	
1993/94	\$ 14.50	
1994/95	\$ 15.20	
1995/96	\$ 15.80	Projected

CITY OF NOVATO
CITY EXPENDITURES TREND BY FUNCTION
MILLIONS OF DOLLARS

Function	1989/90	1990/91	1991/92	1992/93	1993/94	1994/95
Community Services	\$ 1.00	\$ 1.30	\$ 1.60	\$ 1.70	\$ 1.90	\$ 1.90
Central Administration	\$ 1.70	\$ 1.90	\$ 1.70	\$ 1.80	\$ 2.60	\$ 2.80
Community Development	\$ 3.50	\$ 5.10	\$ 6.10	\$ 6.20	\$ 5.20	\$ 5.30
Police Department	\$ 4.00	\$ 5.10	\$ 5.40	\$ 5.20	\$ 5.70	\$ 5.70
Total	\$ 10.20	\$ 13.40	\$ 14.80	\$ 14.90	\$ 15.40	\$ 15.70

EC Table 8: Ten-Year Trend in Novato Net Taxable Assessed Value

TEN-YEAR TREND IN NOVATO
NET TAXABLE ASSESSED VALUE

Year	Net Assessed Value	Annual Increase	% Increase
1984-85	\$1,399,969,936	—	—
1985-86	\$1,603,447,728	\$203,477,792	15%
1986-87	1,662,842,014	59,394,286	4%
1987-88	1,827,075,481	164,233,467	10%
1988-89	1,980,338,970	153,263,489	8%
1989-90	2,233,636,697	253,297,727	13%
1990-91	2,502,477,511	268,804,814	12%
1991-92	2,696,946,233	194,468,722	8%
1992-93	2,903,807,432	206,861,199	8%
1993-94	3,050,955,351	147,147,919	5%
1994-95	3,221,408,947	170,453,596	6%
1995-96	3,329,684,500	108,275,553	3%

Source: Marin County Assessor's Office

• **Projected Fiscal Conditions of City**

The following projected fiscal conditions for this General Plan are drawn directly from the *Fiscal Analysis of the Preferred Plan (Revised)* November 1995 prepared by Mundie and Associates.

The fiscal model developed for this analysis is based on various land use assumptions and projects revenues and costs for a 20 year period, beginning in 1995/96 and ending in 2014/15, using the historic growth rate and ABAG 94 growth rate scenarios.

- The Historic Growth Rate projection assumes that growth will proceed at about the same pace as it did between 1980 and 1990. During that period, Novato's population increased at an average annual rate of 0.35 percent while employment grew at an average annual rate of 1.89 percent. This amount of growth is permitted by this General Plan .
- The ABAG 94 Growth Rate Projection for this General Plan assumes that growth will occur at about the same rate as anticipated in ABAG's *Projections 94* for the period 1995 through 2010, but the fiscal analysis extends that projection through the year 2015. In this scenario, the City's population will increase at an average annual rate of 1.03 percent per year, or nearly triple the rate experienced between 1980 and 1990.

1 ABAG projects that employment will grow at an average annual
2 rate of 4.08 percent per year, substantially faster than the historic
3 rate of 1.89 percent per year. The scenario evaluated for this
4 General Plan assumes that all employment-related land
5 uses—that is, commercial, industrial and office—grow at this rate
6 until development capacity available under this General Plan is
7 used up. The land use designations of this General Plan
8 effectively limit the amount of commercial and office (but not
9 industrial) development to less than will occur if the growth rate
10 of 4.08 percent per year is sustained. With limits on commercial
11 and office space equal to full General Plan buildout, employment
12 will increase at an overall average annual rate of 2.47 percent.
13

14 EC Table 9 summarizes the amount of development and the changes in
15 population and employment that will occur as provided by either the
16 historic growth projection or the ABAG 94 growth rate projection.

EC Table 9: Future Growth Scenarios Analyzed by the Fiscal Model*

	Existing 1995	This General Plan Projected, 2015	
		Historic Growth Rate Projection:	ABAG 94 Growth Rate Projection:
Population	54,498	58,410	66,888
Change		3,912	12,390
Percent Change		7.2%	22.7%
Residential Development (Housing Units)			
Single Family	15,943	17,087	19,568
Change		1,144	3,625
Percent Change		7.2%	22.7%
Multi-Family	4,554	4,881	5,589
Change		327	1,035
Percent Change		7.2%	22.7%
Employment	17,360	25,242	28,285
Change		7,882	10,925
Percent Change		45.4%	62.9%
Nonresidential Development (Sq. Ft.)			
Industrial Building			
Space	241,352	350,934	536,867
Change		109,582	295,515
Percent Change		45.4%	122.4%
Commercial Building			
Space In Vintage Oaks	590,000	623,000	623,000
Change		33,000	33,000
Percent Change		5.6%	5.6%
Outside Vintage Oaks	5,498,532	8,229,932	8,765,335
Change		2,731,400	3,266,803
Percent Change		49.7%	59.4%
Office Building Space	1,178,076	1,712,962	2,307,638
Change		534,886	1,129,562
Percent Change		45.4%	95.9%

SOURCE: MUNDIE & ASSOCIATES, BASED ON INFORMATION FROM CITY OF NOVATO AND PAS & ASSOCIATES

*Includes sphere of influence.

EC Table 10 compares the amount of land (in acres) that will be developed in the future according to the different growth rates to the extent of current development.

EC Table 10: Developed Acreage in the Future Growth from this General Plan

Projected, 2015			
	Existing 1995	Historic Growth Rate Projection	ABAG 94 Growth Rate Projection
Residential Development			
Single Family	6,123	7,147	9,367
Multi-Family	421	458	539
Non-Residential Development			
Industrial	17	28	48
Commercial In Vintage Oaks	52	56	56
Outside Vintage Oaks	560	789	834
Office	107	161	220

SOURCE: MUNDIE & ASSOCIATES, BASED ON INFORMATION FROM CITY OF NOVATO
AND PAS & ASSOCIATES

Fiscal Projections. The City's revenue and cost relationships used in the fiscal model are described in the *Fiscal Analysis* document and have been applied to the General Plan development potential. The incremental revenues and costs associated with new development are combined with the revenues and costs associated with existing development to yield a comprehensive picture of total revenues and costs, and net fiscal balance, in five year increments through the projection period.

Projected Fiscal Condition with this General Plan

Below are excerpts from a fiscal model developed by Mundie and Associates to assist in the identification of the fiscal impacts to the City from the various General Plan alternatives. It is important to understand that the information below should be viewed within the context of the strengths and weaknesses of the model. For example, the ability of this model to accurately predict results becomes less reliable for results modeled further from the present. In addition, the disparity in growth rates has an impact on the model results. The annual historic growth rate is .35 percent, while the ABAG 94 projected annual growth rate is 1.03 percent. The ABAG rate is almost three times the historic rate, which in the world of modeling can be a vast difference. What is important to note from the information presented below is: 1) new development will improve Novato's fiscal condition for a time, but eventually the increase in costs will outpace the increase in revenues; 2) as the rate of growth increases, beyond a certain point, the fiscal condition of the City becomes worse faster; and 3) this will occur unless some action is taken, but there is time to take action.

The Historic Growth Rate Projection

If new development occurs according to the Historic Growth Rate Scenario, revenues will grow more rapidly than costs, until about 2002-03. In 1995-96, the first year of the projection period, revenues will exceed costs by an estimated \$300,000. By 2001-02, the annual surplus will be more than \$520,000 (in inflated dollars). After 2002-03, costs would begin to increase more rapidly than revenues and costs will exceed revenues beginning in 2009-10. By 2014-15, the costs will exceed revenues by about \$6.5 million (in inflated dollars).

During the years in which the General Fund experiences more revenues than costs, the City will be able to accumulate a sizable surplus. EC Table 11 summarizes the cumulative balance in inflated and discounted dollars, in five year increments. It shows that the General Fund will have accumulated approximately \$4.2 million (\$3.4 million in discounted dollars by the year 2009-10). The cumulative balance will turn negative in 2009-10 and will increase to \$23.8 million (\$19.5 million in discounted dollars) in 2014-15.

**EC Table 11: Projected Cumulative Fiscal Balance,
Historic Growth Rate Projection (\$ Millions)**

Year	Inflated Dollars		Discounted Dollars	
	Balance This Year	Cumulative Balance	Balance This Year	Cumulative Balance
1995-1996	\$0.24	\$0.24	\$0.23	\$0.23
1999-2000	0.60	2.28	0.49	1.88
2004-2005	0.05	4.17	0.04	3.42
2009-2010	-2.06	-1.15	-1.70	-0.95
2014-2015	-6.55	-23.78	-5.38	-19.54

SOURCE: MUNDIE & ASSOCIATES

The ABAG 94 Growth Rate Projection

If growth in Novato occurs at the more rapid rate anticipated by ABAG's *Projections 94*, then the General Fund can expect revenues to exceed costs through the year 2001-02, or about seven years less than with the historic growth rate. In 1995-96, the City will have a positive balance of about \$0.4 million. The annual surplus will peak in 1998-99, at about \$560,000, and then will decline as costs begin to grow more rapidly than revenues. Beginning in 2002-03, the fiscal balance will turn negative as costs exceed revenues for the first time; by 2014-15, the end of the projection period, the annual deficit will top \$14 million.

**EC Table 12: Projected Cumulative Fiscal Balance,
ABAG 94 Growth Rate Projection (\$ Millions)**

Year	Inflated Dollars		Discounted Dollars	
	Balance	Cumulative	Balance	Cumulative
	This Year	Balance	This Year	Balance
1995-1996	\$0.40	\$0.40	\$0.38	\$0.38
1999-2000	0.51	2.58	0.42	2.12
2004-2005	-1.06	1.29	-0.87	1.06
2009-2010	-5.43	-15.74	-4.46	-12.94
2014-2015	-14.03	-66.63	-11.53	-54.76

SOURCE: MUNDIE & ASSOCIATES

II. Issues and Concerns Facing the City

A. Increasing Demands for City Services/Decrease in City's Revenue

Many factors contribute to increasing demands for city services and declining city revenues. Unfunded mandates imposed on local government from state and federal levels increase the city's ongoing work program but with no corresponding ongoing revenue to fund the additional work. State revenue shift from cities to Education Revenue Augmentation Fund (ERAF) for schools has reduced ongoing city revenue further impacting ongoing funding for city services. As the city approaches buildout the cumulative impacts on existing public services and facilities are not sufficiently funded from new development. Aging infrastructure and deferred maintenance of public facilities has led to an overwhelming unfunded future expense necessitating a serious look at alternative funding options. Maintenance of police response time and impacts on crime prevention continue to be a high community priority. Costs to recruit and retain qualified public employees and remain competitive in the marketplace are increasing. Keeping up with the requirements for information infrastructure capabilities contributes to competition among scarce funding resources.

B. Fiscal Impacts of Development

The fiscal impacts of new development in Novato are determined by the amount of revenue the new development generates for the City, as compared with the costs of providing the development with City services and facilities. The City obtains revenues from property and sales taxes, fees charged for licenses and permits, rent on City-owned facilities, interest on City investments, transfers from federal and state agencies, recreation fees, and other service charges. The City incurs costs by 1) providing ongoing, everyday services (e.g., police protection, parks and recreation, community development, public works, general government) to residents and businesses; and 2) funding capital facilities, including both the construction and acquisition of new facilities such as a police station or community center, and major repair or reconstruction of existing facilities, such as road extensions or rebuilding.

1 New residential and employment-related development allowed by the General
2 Plan will require the provision of both new capital facilities and new ongoing
3 services, which will, in turn, generate new revenue for the City.
4 New development is considered to be "paying its own way" if the amount of
5 revenue it delivers to the City of Novato equals or exceeds the City's cost of
6 delivering services to it. Revenue may be contributed directly by the
7 development (e.g., through property or sales taxes) or by the people who live or
8 work in it (e.g., through sales taxes, business licenses and other fees).
9 Similarly, costs may result from services provided directly to the property (e.g.,
10 building inspections or police response to a burglary), or to the people who live
11 or work there (e.g., recreation programs).

12
13 Generally, most types of higher cost housing and most types of non-residential
14 development are expected to generate more revenues than costs for City
15 governments. This depends on a number of factors, however, such as the City's
16 share of property taxes received, the types of City services provided and the
17 level at which they are provided, and the City's costs in delivering the services
18 it provides.⁴

19
20 Other uses, such as public facilities and low-, moderate-priced housing generate
21 more costs than revenues. Some of these uses, particularly public facilities
22 such as parks, playgrounds, and community buildings, may provide other
23 benefits for which residents and businesses are collectively willing to pay. The
24 benefits provided by other fiscally non-profitable uses may be less direct.
25 Lower-value housing, for example, provides a place for people employed in the
26 community to live, and thus helps to reduce travel times and traffic congestion.
27 Providing places for workers to live may also attract businesses to the
28 community.

30 C. Estimated Costs of General Plan Implementation

31
32 The Land Use, Transportation, Housing, and other chapters of the General Plan
33 have a significant impact on future City revenues and costs. The General Plan
34 affects the City's fiscal future by:

- 35
36 • *Defining land use.* The different types of land uses designated by the
37 General Plan generate different revenues and costs for the City. The
38 General Plan also designates permitted densities for residential
39 development and intensities for non-residential development, both of which
40 affect the balance between City revenues and costs.
- 41
42 • *Setting standards for public services delivery.* The City allocates funds to
43 public services in order to meet the standards established by the General
44 Plan.

45

⁴ Refer to *Analysis of the Preferred Plan (Revised)*, prepared by Mundie & Associates, November 1995. This is a background report and is not an adopted part of the General Plan.

- *Identifying required capital improvements.* The General Plan identifies improvements to streets and other public facilities that will be necessary to accommodate existing and future land uses. These capital improvements add to the City's costs.
- The *Public Facilities and Services Chapter* suggests the City consider establishing development impact fees to pay for major new facilities, and/or the expansion and increased maintenance requirements for current facilities.
- The *Transportation Chapter* calls for the establishment of a transportation impact fee to pay for needed additional roadway improvements related to new development and new transportation systems designed to meet the increasing demands of the residents of the City; and
- The *Land Use Chapter* contains growth management policies to ensure that new development and City infrastructure are kept in balance.

Although the City has adopted a policy to recover costs associated with development processing and installation of "hard" infrastructure (such as streets, sewer and water system) needed to serve new development, it has not historically charged new projects for other types of facilities and services that are necessary to assure a continued high quality of life. For example, Novato has to date not levied a transportation impact fee for roadway improvements; neither does it require non-residential developers to devote a percentage of their project budgets for facilities. Imposing these types of fees on new development would generate funds for the specified public improvements and facilities.

Levying new fees requires compliance with Government Code § 66000. The following steps must be taken before fees are established: determine the benefit from the public facility; the impact individual projects will have on the public facility; and the proportionate share of the costs attributable to a particular development project, which is frequently termed "nexus." In most cases, specific studies are required to assess costs and impact in order to establish the actual amount of fee charged to a given development project.

At City Buildout/New Services & Costs/Cumulative Impacts

As the City approaches buildout, the increase in revenue generated by new development relative to the revenue generated by existing development is not sufficient to fund the cumulative burden on all existing services and facilities.

D. Existing/New Sources of Revenue

Among the existing and traditional revenue sources to fund city services and facilities are property tax, sales tax, franchise tax, services charges, user fees, grants, State subventions, licenses, permits, and fines. However, there are serious issues with respect to the viability of these sources. Property tax revenue is constrained by the limitations/cap set by Proposition 13. Other City revenues are being progressively redirected by State government and as a result cities are less able to control their revenue sources. Sales tax revenue

1 is determined by point of sale of establishments; cities have some control and
2 influence (as described earlier in the Economic Development Section) over the
3 location and retention of sales tax generating uses; and, sales tax is susceptible
4 to the economic cycle. Property tax is one of the most stable sources of
5 revenues for the City, and for various reasons its influence of stability has been
6 eroding over the years. During the 1985/86 fiscal year property tax represented
7 24.48% of City revenues. During 1994/95 property tax was 17.39% of revenues.
8 The City has come under the influence and vagaries of the economic cycle and
9 the influence is increasing. There are several ways to bring part of the stability
10 back. First and most immediately under City control is establishing reserves for
11 the General Funds. These reserves would provide needed financial resources
12 during time of emergencies or when the reason for the reserves occurs, and
13 provide interest income to the General Fund. During low revenue times, if the
14 reserves are adequate, the reserves can be used in place of the revenues that
15 are temporarily absent.
16

17 Some City services can be financed through various types of assessment
18 districts. Median island maintenance is a good example. These districts would
19 provide a consistent service level uninterrupted by the economic cycle or a
20 difficult State government.
21

22 Also, the financing of capital improvements, both new and replacement
23 improvements, can significantly impact the General Fund; often that impact is
24 unanticipated. A funding mechanism to capture from development its
25 appropriate share of capital improvement costs is integral to any well financed
26 capital improvement program. In addition, using debt financing such as general
27 obligation bonds or revenues bonds is an effective means of financing capital
28 improvements that are not related to any development project. These types of
29 capital financing techniques create stability in General Fund services and create
30 a dependable and efficient service delivery infrastructure.
31

32 In recent years, cities have been competing with one another to attract and
33 retain high sales tax generating uses within their jurisdictions. New potential
34 revenue sources need to be developed in order to maintain city services and
35 facilities under increased demand and a high quality of life for all citizens.
36 Potential revenue sources available to local government are in the form of taxes
37 (bond measures, parcel tax, etc.) requiring voter approval, development and
38 impact fees, and redevelopment and other special assessment districts funding.
39 Impact and development fees offer cities an opportunity to assess new
40 development not only for its direct cost impact on the need for new facilities and
41 services but also for a proportionate share of "buy in" into existing facilities and
42 in some cases services based on an appropriate finding of nexus. Redevelopment
43 and other special assessment districts provide locally controlled
44 and locally generated funds for capital improvements/facilities/infrastructure
45 once appropriate findings of need and benefit are made. Under limited
46 conditions, Mello-Roos Community Facilities Districts can be formed to fund
47 certain operating costs as can Landscaping and Lighting Districts.
48

1 **E. Administrative Reform & Accountability**

2
3 Benefits can be realized from fostering a working environment within city
4 government that rewards/recognizes creativity and initiative in service to the
5 community. The City's tax payers expect a reasonable return on their
6 "investment" in the community. Periodic public review of how city government
7 delivers services and programs can provide some measure of accountability and
8 cost-effectiveness to the community. Furthermore, citizens and Council can
9 better determine service delivery priorities if a system is established within
10 government that provides information which is understandable and identifies in
11 a measurable manner the cost and productivity of services and work products
12 delivered. All City services should be reviewed.

13
14 **F. Regional Planning**

15
16 Many issues facing Novato's residents and businesses often require regional
17 analysis and decision-making. Transportation, employment, and environmental
18 issues are interconnected with neighboring municipalities and jurisdictions.
19 Because of this interconnection, inter jurisdictional planning will be required to
20 provide comprehensive solutions. More efficient governmental organization
21 processes are needed to facilitate effective regional cooperation without loss of
22 critical local control.

23
24 **G. Public/Private Partnerships/Privatization**

25
26 Opportunities may exist for privatization of certain city services as well as the
27 joint use and maintenance of public facilities by both public and private entities.
28 In addition public/private partnerships may provide methodologies for
29 implementing regulatory requirements and services or reducing the need for
30 imposing costly regulations.

31
32 **III. Objectives, Policies, and Programs for Fiscal Vitality**

33
34 **EC Objective 7 Focus future City policy making on the relation-**
35 **ship between workplace uses and Novato's fiscal**
36 **condition.**

37
38 Novato's economic development should enhance rather than be a burden on local fiscal
39 resources. New economic development should recompense its own capital costs and
40 pay its fair share of operating costs. *The policies and programs below ensure that new*
41 *development pays its fair share of costs.*

42
43 EC Policy 23 Development Fair Share of Capital Expenses and Existing Facilities.
44 Ensure, although not to the exclusion of the goals and policies of this element and other
45 elements of this General Plan, that new capital facilities and expansion to and operation
46 of existing capital facilities required to accommodate new development are paid for by
47 that development.

Capital facilities and improvements include both the construction and acquisition of new facilities, such as police stations or a community center, and roads. Capital costs are usually one-time costs that may be paid all at once or, alternatively, paid over time. These costs can be paid out of the City's general fund, but also may be covered by special levies rather than property taxes.

EC Program 23.1: Continue to require that development provide necessary infrastructure for the project at their cost.

EC Program 23.2: Establish annexation fees. Ensure that annexation fees are set at a level that would require future annexations to buy into existing facilities intended to serve them and for which they have not paid, such as police headquarters, City administrative buildings and various recreation facilities.

Responsibility: Administrative Services

EC Policy 24 Capital Funding for Other Agencies. Assist other agencies and districts providing services to Novato residents to obtain adequate funding for needed capital facilities to serve new development.

EC Program 24.1: Require as a condition of project approval, as appropriate, that warranted capital improvements are guaranteed prior to issuance of a building permit.

The City should work closely with the Fire Protection District, the Novato Unified School District and other agencies providing services to Novato residents to assure that adequate funding mechanisms are in place that will allow them to provide adequate facilities to serve present and future Novato residents. Please refer to Public Facilities and Services Program 3.7 which relates to ensuring adequate infrastructure.

EC Policy 25 Fiscal Impact Assessment. Evaluate the fiscal impacts of new development proposals on the City's fiscal situation, paying particular attention to the day-to-day ongoing costs of City operations.

EC Program 25.1: Carry out fiscal impact analysis of projects as appropriate.

The Land Use Chapter calls for an analysis of the fiscal impacts of proposed annexations. This Program would extend this to any development proposal that the City determines would have significant fiscal consequences.

Different land uses have different fiscal impacts on the City. It is not necessary that every project generate more revenues than costs. In cases where proposed projects would generate more costs than revenues, the City should not simply deny the project. Instead, the City should work with project developers to investigate strategies and special mechanisms for reducing their negative fiscal impacts on the City's fiscal conditions. A list of funding strategies is included in EC Table 13.

1 EC Policy 26 Project Fiscal Impact One of Several Factors. Consider fiscal impacts of
2 development proposals one of several factors to be evaluated.
3

4 *There are projects and types of land uses that do not generate net fiscal benefits. Other*
5 *factors that are required to be evaluated in assessing development projects, apart from*
6 *fiscal impact, must include consistency with the entire set of General Plan goals and*
7 *policies.*
8

9 EC Policy 27 City Fees. Ensure that City fees accurately reflect the actual costs.
10

11 EC Program 27.1: Continue to evaluate City fees to assure they are
12 current and reflect actual costs to the City.
13

14 Responsibility: Administrative Services
15

16 EC Program 27.2: Investigate additional revenue sources to cover
17 operating costs.
18

19 Responsibility: Administrative Services
20

21 EC Program 27.3: Consider reevaluating City fees for attracting targeted
22 businesses.
23

24 Responsibility: Administrative Services
25

26 EC Policy 28 Capital Facilities. Ensure that there are adequate funds for planned
27 capital facilities.
28

29 EC Program 28.1: Periodically review the City's funds allocated for
30 planned capital facilities.
31

32 Responsibility: Administrative Services
33

34 *The City currently has the funds for planned capital facilities such as the community*
35 *center and/or performing arts center. Over time, the purchasing power of those funds*
36 *may be eroded by inflation or other factors. To assure its ability to pay for facilities*
37 *when they are to be built, the City should periodically review its funding sources and,*
38 *if necessary, adopt measures to supplement available funds. Possible funding sources*
39 *are indicated in EC Table 13. Refer to the two Background Reports on fiscal issues for*
40 *detailed information on funding sources.*

EC Table 13: Funding Options				
Financing Tools/ Revenue Source	Capital Costs		Operating Costs	
	Citywide Benefit	Area- Specific Benefit	Citywide Benefit	Area- Specific Benefit
General Fund Revenues	✓	✓	✓	✓
Special Taxes	✓			
Mello-Roos Community Facilities Districts	✓	✓	✓	✓
Infrastructure Financing Districts	✓			
General Obligation Bonds	✓			
Revenue Bonds	✓	✓		
Leasing Arrangements	✓	✓		
Community Development Block Grants	✓	✓		
Special Assessment		✓		✓
Tax Increment (Redevelopment) Financing		✓		
Development Impact Fees and Exactions		✓		
Source: Fiscal Issues Report, prepared by Mundie & Associates, June 1993.				

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Objective	Policy	Program		Body Responsible for Implementation
Goal 1: Provide Jobs				
2	2	2.1	Encourage use/reuse of commercial/office areas for production of goods and services.	CDD
2	2	2.2	Allow in commercial areas, only commercial uses that directly support workplace uses.	CDD
2	2	2.3	Ensure areas zoned for light industry and offices are developed for workplace uses.	CDD
2	2	2.4	Specify retail uses allowable in industrial districts with conditional use permit.	CDD
2	3	3.1	Investigate opportunities for future increases in employment intensity.	CDD
2	3	3.2	Consider zoning and other development regulation changes to allow for future increases in employment intensity.	CDD
3	4	4.1	Review design of new commercial development and encourage potential for future increases in employment intensity.	CDD
3	4	4.2	Create a development review process to attract non-residential development.	CDD
3	4	4.3	Identify tools/incentives for non-residential development.	CDD
3	7	7.1	Encourage employers to advertise locally new job opportunities.	CA
3	7	7.2	Sponsor local job/trade/business fairs.	CA
3	7	7.3	Encourage coordination to improve match between emerging jobs and training programs.	CA
3	8	8.1	Review/revise land use regulations and identify incentives to encourage workplace alternatives.	CDD
3	8	8.2	Work with educational institutions providing training/retraining/vocational education for potential employees for Novato businesses.	CA & CDD
3	9	9.1	Adopt live/work ordinance.	CDD

NOVATO GENERAL PLAN Guide to Economic and Fiscal Goals, Objectives, Policies, Programs, and Implementation				
Objective	Policy	Program		Body Responsible for Implementation
Goal 2: Strengthen Retail Activities/Areas				
6	22	22.1	Inventory vacant commercially-zoned parcels along major arterials; assess annual absorption; advise on adequacy/excess of commercial zoning.	CDD
6	22	22.2	Cooperate with Chamber of Commerce/other public/private organizations in promotional activities emphasizing Novato retailing.	CA
6	22	22.3	Encourage new retail and commercial uses to find existing zoned sites.	CDD
Goal 3: Retain Existing Businesses/Attract New Business				
4	10	10.1	Target small businesses in promotional economic programs.	CA
4	11	11.1	Consider regulatory administrative program to facilitate renovation to code of commercial buildings.	CDD
4	11	11.2	Develop economic development strategy for Novato as part of Economic Development Master Plan.	CA
4	11	11.3	Provide mapping/land use information at reasonable cost to local businesses for relocation.	CDD
4	11	11.4	Develop process to facilitate permit processing for expansion/relocation of Novato businesses in Novato.	CDD
4	11	11.5	Consider fee reduction for land assembly processing.	CDD
4	12	12.1	Identify/publicize promote sites for targeted businesses.	CA
4	12	12.2	Assist with promotional brochures to attract businesses to Novato.	CA
4	12	12.3	Assist in promotional marketing program/tours for targeted businesses.	CA
4	12	12.4	Work with Marin County Economic Development Commission in educational/informational/development activities.	CA

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Objective	Policy	Program		Body Responsible for Implementation
4	13	13.1	Work with telecommunications companies/PUC to encourage state-of-art telecommunications capabilities.	CA
4	13	13.2	Consider targeted business program to assist businesses to relocate/expand in Novato.	CA
4	14	13.3	Assist educational systems in achieving/maintaining state-of-art proficiency in information, computer and communications technologies.	CA
Goal 4: Enhance Downtown				
5	15	15.1	Implement adopted Downtown Specific Plan.	CDD
5	15	15.2	Support special events Downtown.	CA
5	15	15.3	Consider financial programs to encourage businesses to renovate/retrofit commercial structures to meet market needs and stay in Novato.	CA
5	16	16.1	Sponsor/support Downtown events drawing visitors to Novato.	CA
5	17	17.1	Assist in market analysis of desired retail uses and identify incentives to attract targeted retail uses.	CA
Goal 5: Implementation Strategies				
1	1	1.1	Provide staff support/resources to Economic Development Commission.	CA
1	1	1.2	Present annual recommendations to Planning Commission and City Council.	CA
1	1	1.3	Develop Economic Development Master Plan.	CA
1	1	1.4	Conduct study to develop profile of small Novato businesses and identify factors encouraging small businesses to locate in Novato.	CA
1	1	1.5	Prepare annual local report to City Council on progress in implementing a sustainable economy including job creation and economic development activities undertaken.	CA

NOVATO GENERAL PLAN
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Objective	Policy	Program		Body Responsible for Implementation
6	18	18.1	Assist in establishing educational program for Novato businesses on profiting from sustainable environmental business practices.	CA
6	18	18.2	Develop strategy to target sustainable environmental businesses in Economic Development Master Plan.	CA
6	18	18.3	Review/revise programs to ensure progress toward sustainable economic development.	CA & CDD
6	19	19.1	Review/revise regulations related to sustainable local economy.	CDD
7	23	23.1	Development pays for necessary project infrastructure.	CDD
7	23	23.2	Establish annexation fees.	AS
7	24	24.1	Condition project approvals to guarantee warranted capital improvements.	CDD
7	25	25.1	Conduct fiscal impact analysis of projects, as appropriate.	CDD
7	27	27.1	Evaluate City fees regularly to reflect actual costs.	AS
7	27	27.2	Investigate other revenue sources for operating costs.	AS
7	27	27.3	Evaluate City fees for attracting targeted businesses.	AS
7	28	28.1	Review City's funds allocated for planned capital facilities.	AS
CDD	Community Development Department			
AS	Administrative Services			
EDC	Economic Development Commission			
CA	Central Administration			
MCEDC	Marin County Economic Development Commission			

CHAPTER VII: HUMAN SERVICES

1. INTRODUCTION

The Human Services Chapter is an optional element of the General Plan. Its purpose is to define ways that the community can better provide and coordinate delivery of services and facilities to those members of the community having special needs. The Human Services Chapter outlines the City's commitment to services such as:

- Care of senior citizens;
- Child care;
- Care of disabled people;
- Home services;
- Youth services;
- Social programs;
- Hospital services; and
- Other County programs.

Under California's government structure, cities are not the responsible agency for health and human services. These services are provided by Federal, State, County, and private agencies. This chapter is intended to identify the primary services provided in Novato. The City is an important member of this service group due to its many community service programs, police services, and its ability to help coordinate many of these programs.

The Human Services Chapter in part supplements the Housing Chapter of the General Plan, which addresses housing for those with special needs, such as the elderly, disabled, and homeless. The Human Services Chapter also correlates with the Transportation Chapter, which discusses transportation access for the elderly and mobility-impaired; the Public Facilities Chapter, which also relates to human services; and the Environment Chapter, which addresses recreation services.

The objectives, policies and programs of the Human Services Chapter are based on the following goal in the *Vision and Goals Statement*, adopted by the City Council in 1992:

Goal	Provide and maintain greater recreational, educational (including IVC) and cultural opportunities for all segments of the community. Pursue all efforts with community and neighborhood organizations, nonprofit organizations, for profit organizations, and public agencies to provide care and services, including medical, counseling, recreational, educational, cultural, shelter, and housing opportunities to meet the needs of Novato's citizens.
-------------	---

2. BACKGROUND

Care of Senior Citizens

Nearly 20 percent of Marin County's senior citizen population live in the Novato area. Between 1980 and 1990, the number of older people (60+) living in Northern Marin increased by 56 percent, the fastest rate of growth in the county. By the year 2010, the senior population (age 65 and over) is expected to double. With this aging of the population, the demand for elder care will grow. Often families in the "sandwich generation" are pressed by needs to care for both aging parents and their own children.

The City of Novato, County of Marin and private entities provide services for senior citizens, including housing assistance, health care, food, counseling, transportation, recreation, and social and legal services. The following discussion reviews some of these services.

Direct Housing Assistance

The following Bay Area agencies provide direct housing assistance to seniors in the Novato area:

- *Northbay Ecumenical Housing (NEH)* provides affordable rental, ownership, or co-op housing opportunities for people with low or moderate incomes. Rental housing complexes co-sponsored by NEH are the Marion Park Apartments and The Meadows.
- *Marin Housing Center* offers a transitional housing program that provides up to 20 spaces in a residential, structured, six-week setting, with food, shelter, counseling and referral for families, individuals, elderly, and disabled who want to obtain stable housing. The Center also offers an emergency shelter program providing temporary overnight shelter, along with food, support, and referral services for the elderly, disabled, and others, at 56 Harbor Street in San Rafael.
- *Marin Housing Authority* provides a variety of housing assistance programs to low- and moderate-income residents of Marin County. The Marin Housing Authority owns and manages low-cost rental units and provides direct rental subsidies and low-interest home improvement loans to qualifying households. The Authority owns and manages Casa Nova, 35 Carmel Drive, Novato, a 40-unit housing development with federally-subsidized rents for elderly over the age of 62 and the disabled.
- *San Francisco Independent Living Resource Center* provides a Reverse Annuity Mortgage (RAM) Program, which enables senior homeowners to derive income from the equity in their homes.
- *Ecumenical Association for Housing* facilitates creation of low- and moderate-income housing in Marin County for families, disabled, and elderly people. The organization builds housing and assists local planning agencies, public officials, and private agencies in the planning and development of such projects and/or creation of supportive legislation.

- *Marin Center for Independent Living* is a multi-service organization that provides housing information, counseling and referrals, and independent living skills assistance to the elderly and disabled.

The following privately-owned housing complexes in the Novato area are assisted by the federal Department of Housing and Urban Development (HUD) or accept Section 8 certificates:

- La Casa Novato, located at 450 Entrada, Ignacio, contains 10 units for the elderly and disabled.
- Nova-Ro I Apartments, located at 1128 Olive Avenue, Novato, contains 30 units for the elderly.
- Nova-Ro II Apartments, located at 1130 Seventh Street, Novato, provides 56 units for the elderly.
- The Meadows, located at 1514 Hart Court, Novato, provides 20 units for the elderly and families.
- Marion Park Apartments, located at 1725 Marion Avenue, Novato, contains 34 units for the elderly, disabled, and families.
- Mackey Terrace, located on Owens Drive in Novato, contains 50 units for low-income seniors.

Community Care Homes

Community care homes are residential facilities that provide protective oversight but are not licensed as nursing homes. They provide room and board, housekeeping, personal hygiene care, and short-term basic bedside care for temporary illness. Some of the facilities may accept individuals with marginal resources, through Social Security and/or any State supplementary payments. Community care homes in Novato include (1) Crestwood, 1705 Center Road; (2) Family Manor, 830 Tamalpais Avenue; (3) Lensvelt Home, 2771 Center Road; (4) Maribel's Villa, 270 Fairway Drive; (5) Marin Pines, 625 Louise Avenue; (6) S. Alexander's Haven, 120 Kaden Drive; and (7) St. James Residence, 1942 Center Road.

Retirement Homes

Retirement homes provide housing and special services for retired people. There are two retirement residences in Novato: Deer Park, located at 646 Canyon Road, and Tamalpais Creek Retirement Community, located at 853 Tamalpais Avenue. Deer Park provides rooms, meals, and housekeeping services but no personal care assistance for seniors who are disabled. Tamalpais Creek does have units where personal care (also known as residential care or board and care) is also provided.

Convalescent Hospitals

Convalescent hospitals provide long-term, 24-hour nursing services or short-term respite care for the elderly, the chronically ill, or convalescing patients. The Marin County Department of Health and Human Services provides assistance and information to those needing help in

1 planning for convalescent care. There is only one convalescent hospital in Novato, the Novato
2 Convalescent Hospital at 1665 Hill Road.

3 4 **Other Senior Services**

5
6 The following organizations provide other types of services for seniors in the Novato area:

- 7
8 • *Margaret Todd Senior Center*, located at 1560 Hill Road, Novato, operated by the
9 City, provides social, recreational, counseling information, and referral activities, a
10 daily nutrition program, and drop-in opportunities for seniors. The center functions
11 as the major coordinating site for senior services offered by other agencies.
 - 12
13 • *Marin Independent Elders Project (MIEP)* marshals available community resources
14 for frail seniors, with special emphasis on low-income minority elders. Projects have
15 included (1) a transportation reference card describing transit services for seniors
16 in Novato, (2) establishment of a Language Bank, and (3) Neighborhood Outreach
17 to Elders (NOTE), which educates the community about signs that might indicate an
18 elder at risk. MIEP and the Novato Police Department have jointly produced a video
19 on NOTE. In 1995/96, the City of Novato will manage the Marin Independent Elders
20 Project.
 - 21
22 • *Senior Access – Novato Center* operates a day care program for frail and/or
23 disabled adults, including hot lunch; health assessment; nursing and social services,
24 physical, occupational, and speech therapies; exercise, social, and recreational
25 activities; and support and respite for people who care for participants.
 - 26
27 • *Marin Division of the Commission on Aging* is a planning and program development
28 agency that coordinates public and private resources and sets funding priorities.
29 The types of services considered for funding include housing, transportation, health
30 care, education, employment, recreation, and social and legal services.
 - 31
32 • *Marin Senior Coordinating Council (MSCC), Inc.*, provides services, programs,
33 activities, and resources in many areas, including counseling, employment services,
34 health screening, senior information and referral, food service (including home-
35 delivered meals, through the Whistlestop Food Services Division), transportation
36 (Whistlestop Wheels), and activities. The MSCC programs in Novato are
37 coordinated through the Margaret Todd Senior Center.
 - 38
39 • *North Marin Senior Coordinating Council (MSCC), Inc.*, located at 1535 Grant
40 Avenue, Novato, is a local branch of the MSCC.
 - 41
42 • *Marin Conservation Corps – Elder Service Project* provides home and yard
43 maintenance for seniors who are unable to carry out tasks such as debris,
44 shrubbery, and bush removal, heavy cleaning, and moving assistance.
 - 45
46 • *Clarke Home Nursing Home Service* provides skilled home health care which
47 requires a doctor's order and skilled nursing services.
- 48

Child Care

Child care is a pressing need in Novato. Child care services, particularly for infants and for children who are ill, can be difficult to find and are often expensive. Infant care is particularly scarce because infants require more equipment and more time from care givers, and because State regulations require lower adult/child ratios for infants than for older children.

The need for child care in Novato is expected to increase due to three major trends:

- **Population Growth.** Novato's population is projected to grow at a faster rate than the Countywide average, suggesting that the number of children in Novato will continue to increase while declining in other parts of the county.
- **Women in the Work Force.** More women will enter the work force, increasing the proportion of children in Novato requiring child care.
- **Employment Growth.** The number of jobs in Novato will increase, thereby increasing the demand for child care from resident and non-resident employees.

The Novato Unified School District policy is to provide by contract before- and after-school child care in each elementary school site. The City of Novato provides an extended child care program as part of the summer school and summer enrichment program and also operates a year-round before- and after-school child care program at Lu Sutton School.

The Marin Child Care Planning Council is a Countywide advisory group that has developed a child care master plan, including a specific action plan and priorities for each city in the county. Privately-operated programs include family day care homes, which provide care, protection, and supervision of 12 or fewer children in the provider's own home for periods of less than 24 hours per day; and licensed child care centers (subsidized and non-subsidized), which are defined as any child day care facilities other than family day care homes. In addition, other privately-operated recreational and social programs sometimes function as informal child care. The Novato Youth Center also provides child supervision and before- and after-school programs for school-age children; see discussion under "Youth Services" below.

Care of Disabled People

The following organizations are examples of service groups that provide assistance to disabled people (see further discussion under "Senior Care" above):

- *Marin Housing Center*, a transitional housing program, provides food, shelter, counseling and referral for disabled persons who want to obtain stable housing.
- *Marin Housing Authority* owns and manages Casa Nova, 40-unit housing development with federally-subsidized rents for elderly over the age of 62 and the disabled.
- *Ecumenical Association for Housing* facilitates creation of low- and moderate-income housing in Marin County for the disabled, as well as families and elderly people.

- *Marin Center for Independent Living* provides housing information, counseling and referrals, and independent living skills assistance to the disabled.
- *United Cerebral Palsy of the North Bay* provides direct all-day programs for young adults. Through 1995/96 they will be located at the Community Room at Hill Recreation Area.

Several privately-owned housing complexes in the Novato area accommodate the disabled through federal Department of Housing and Urban Development (HUD) assistance or accept Section 8 certificates; see discussion under "Senior Care" above.

The City of Novato has prepared and adopted a Transition Plan and a Self-Evaluation of services in compliance with the Americans with Disabilities Act (ADA). The City is implementing various service and capital improvement programs in conformance with the ADA.

Home Services

The following home utilities assistance programs are available in the Novato area:

- *Relief for Energy Assistance through Community Help (REACH)*, Salvation Army, assists low-income county residents in paying utility bills and expenses for propane and wood.
- *Home Energy Assistance Program (HEAP)* – State Office of Economic Opportunity, provides once-a-year assistance for low-income people in paying utility bills.
- *PG&E Customer Assistance Program* provides general advice and information to help customers who are having difficulty paying their utility bills.
- *Chambers Cable Reduced Rate Program* provides discount rate basic cable television service for low-income people.

Youth Services

The *City of Novato Community Services Department* provides diverse recreational, cultural, athletic, aquatic, and child care programs for children and teens. The Department also helps coordinate scheduling of public recreational facilities (parks, fields, gyms, multi-purpose rooms, etc.) for user groups and works directly with numerous non-profit and private recreational providers to coordinate services.

The *Novato Youth Services Bureau*, established by the City of Novato Police Department, acts as a liaison between the Police Department and other public and private youth-serving agencies and provides counseling services to clients on a referral basis. In recent years, the Bureau noted a dramatic increase in delinquent behavior by youth at younger ages, along with a growing demand for services for younger juveniles. Working with the Novato Youth Coalition, the Bureau determined that the lack of effective parenting skills is the basis for this problem, and has responded by increasing its counseling to very young juveniles as well as providing parent education classes.

1 The Novato Police Department also offers *Drug Abuse Resistance Education (DARE)*, a
2 program that assists students in recognizing and resisting pressures to experiment with drugs
3 and alcohol. The program, which began in September of 1988, is a semester course given one
4 day a week to fifth-grade students.

5
6 The Police Department maintains a staff of eight officers trained to conduct the program and,
7 as of January 1991, graduated 2,062 students. The program is held at all Novato Unified
8 School District elementary schools and at Our Lady of Loretto School.

9
10 The *Novato Youth Center* provides before- and after-school programs for school-age youth.
11 Teen programs include volunteer opportunities, and recreation and educational activities to
12 develop leadership skills and to provide meaningful alternatives for free time. Programs for all
13 ages include tutoring for youths ages 6 to 18, counseling program with individual, family, and
14 group counseling, and workshops for parents and teens; Playcare, a comprehensive day care
15 program for children 4 years and 9 months to 13 years of age; and other classes and activities.

16 17 **Social Service Programs**

18
19 The *Novato Human Needs Center*, which serves North Marin, has become a major focal point
20 for the delivery of health and human services. Agencies that provide services through the
21 Center include the Community Health Center of Marin, Family Service Agency, Babysitting
22 Co-op, Concerned Parents, Women-Infants and Children Nutritional Programs, Alcoholics
23 Anonymous, and Al-Anon. The Center's programs include crisis help, employment services,
24 transportation services, Second Center Thrift Shop, counseling, information and referral,
25 emergency services, and outreach programs.

26
27 The *County of Marin*, in conjunction with the City of Novato, has located a homeless program
28 at Hamilton Field during the winter season for the past two years. The Hamilton Army Airfield
29 Reuse Plan, adopted October 1995, provides for a permanent Homeless Service Facility , Jobs
30 Training Center, Transitional and support Housing Services as well as affordable ownership and
31 rental units.

32 33 **Medical Services**

34
35 Novato Community Hospital is the only general (full service) hospital in the Novato area. The
36 hospital has 62 beds available and licensing for 75 beds. The hospital, which provides in-
37 patient and out-patient care, offers the services in the categories of surgery; laboratory;
38 radiology, including ultrasound, mobile MRI, nuclear medicine and mammography;
39 obstetrics/nursery; emergency; intensive/coronary; medical surgical; and pharmacy respiratory.

40
41 The hospital provides a 24-hour Emergency Department and ancillary services with the support
42 of all board-certified emergency physicians and specially certified registered nurses. The
43 hospital is the base station for the Novato Fire Protection District's paramedics and
44 ambulances. The Emergency Department averages about 1,000 visits per month.

45
46 In addition to general hospital care, the Novato Community Hospital offers free telephone
47 information and referral through the Sutter Health Information Center Physician Referral Service
48 and Women's Health Line. Transportation to physician appointments and to the hospital is
49 provided to seniors and the disabled through Health Express, a Novato-based van service

1 offered through a contract with Whistlestop Wheels. The hospital also offers regular health
2 education classes to the community as well as speakers on health topics to clubs and
3 organizations.
4

5 The hospital itself does not have convalescent beds. The hospital's Discharge Planning staff
6 regularly refer patients to convalescent facilities, including the 153-bed Pleasant Care
7 Convalescent Hospital.
8

9 The hospital's physical plant is considered obsolete is and located far from Highway 101, the
10 main transportation route through Marin County. The hospital has plans to relocate and build
11 a new facility on a more visible and accessible site. The emphasis of the new hospital will be
12 on expanding and improving out-patient services, rather than in-patient capacity, which would
13 remain at 25 to 50 beds.
14

15 Other medical facilities in the Novato area include Kaiser Permanente Medical Offices, located
16 at 97 San Marin Drive, and Novato Urgent Care Center, located at 1324 Grant Avenue. Both
17 of these facilities offer out-patient services, only.
18

19 The Buck Center for Research in Aging (BCRA) is proposed to be located adjacent to the
20 northern City limits, west of Highway 101. The project consists of a 35,000-square-foot
21 laboratory and research facility and 130 units of housing for research assistants and other
22 BCRA personnel.
23

24 **Other County Programs**

25

26 The Marin County Department of Health and Human Services provides social workers
27 designated to assist county residents, regardless of income, in planning and reaching decisions
28 about human service issues such as use of convalescent care. The Department also provides
29 other services, such as a low-cost dental clinic for low-income Medi-Cal-eligible Marin County
30 residents.
31

32 **3. OBJECTIVES, POLICIES, AND PROGRAMS**

33

34 **HS Objective 1 Identify and promote human services sufficient to serve Novato's**
35 **residents with special needs.**
36

37 **HS Policy 1 Service Planning, Coordination, and Advertising.** Assist in planning, coordinating,
38 and advertising human service programs.
39

40 HS Program 1.1: Continue to participate in the coordination of human services
41 offered by the City, the County of Marin, and private organizations.
42

43 Responsibility: Community Services Department
44

1 HS Program 1.2: Provide space at City Hall and other key locations for a series
2 of brochures describing human services (e.g., senior care facilities, child care
3 facilities, youth programs, other programs) available in Novato, and distribute the
4 brochure(s) to the public.

5
6 Responsibility: Community Services Department

7
8 HS Program 1.3: The Housing and Services Commission will advise the City
9 Council on planning, coordinating, advertising, and prioritizing Novato's human
10 services program.

11
12 Responsibility: Community Services Department

13
14 HS Program 1.4: Encourage development of programs to provide services to
15 non-English speaking residents.

16
17 Responsibility: Community Services Department

18
19 **HS Objective 2 Encourage a wide range of services for senior citizens, the**
20 **disabled, the chronically ill, and others needing assisted care.**

21
22 HS Policy 2 Intermediate and In-Home Care. Help facilitate the provision of adequate,
23 affordable intermediate care and in-home services for senior citizens and people with
24 disabilities.

25
26 HS Program 2.1: Review the Zoning Ordinance to determine if regulations
27 regarding community care homes, group homes, and other forms of housing
28 appropriate for senior citizens and the disabled are appropriate.

29
30 HS Program 2.2: Work with organizations representing senior citizens, the
31 disabled, and other affected groups to identify suitable opportunities for
32 community care homes, group homes, and other facilities for programs and
33 services. Facilitate dissemination of information to organizations and the
34 affected community regarding City processing requirements and foster
35 awareness of organizational activities in the community.

36
37 Responsibility: Community Services Department

38
39 HS Program 2.3: Assist in developing a permit processing checklist that
40 identifies City, County, and State regulatory and licensing requirements in order
41 to assist persons and organizations interested in establishing community care
42 homes or group homes in Novato.

43
44 *Refer to Housing Chapter policies and programs that address housing for senior*
45 *citizens and those with special needs.*

46
47 HS Policy 3 Ambulatory Care (Day Care). Encourage the development of ambulatory care (day
48 care) services for the chronically ill, mentally disadvantaged, and infirm elderly.

1 HS Program 3.1: Assist in developing a directory of ambulatory care (day care)
2 services and provide referrals to agencies that provide this type of care.

3
4 Responsibility: Community Services Department.

5
6 HS Program 3.2: Review the Zoning Ordinance to determine if regulations
7 regarding ambulatory care (day care) facilities are appropriate.

8
9 HS Policy 4 Skilled Nursing Homes. Support the provision of skilled nursing homes and
10 affordable assisted living care for those who cannot be served by day care and intermediate
11 care facilities.

12
13 HS Program 4.1: Review the Zoning Ordinance to determine if regulations
14 regarding skilled nursing homes and affordable assisted living care are
15 appropriate.

16
17 HS Program 4.2: Work with organizations representing senior citizens, the
18 disabled, and other affected groups to identify suitable opportunities for skilled
19 nursing homes and affordable assisted living care facilities.

20
21 Responsibility: Community Services Department

22
23 HS Program 4.3: Assist in developing a permit processing checklist that
24 identifies City, County, and State regulatory and licensing requirements in order
25 to assist persons and organizations interested in establishing skilled nursing
26 homes and affordable assisted living care in Novato.

27
28 HS Program 4.4: Work toward providing affordable assisted living care .

29
30 Responsibility: Community Services Department

31
32 **HS Objective 3 Promote provision of high quality and affordable child care**
33 **facilities and services in Novato.**

34
35 HS Policy 5 Child Care. Support appropriate child care for all income levels for families in
36 Novato, and assist in identifying and securing federal, state, and local resources for child care.

37
38 HS Program 5.1: Help monitor state and federal child care legislation, and
39 support legislation that promotes affordable child care and funding for child care
40 facilities and programs.

41
42 Responsibility: Community Services Department

43
44 HS Program 5.2: Assist in identifying and securing public and private resources
45 for affordable child care facilities and programs.

46
47 Responsibility: Community Services Department

1 HS Program 5.3: Determine the impact of commercial, industrial, and residential
2 development on the demand for child care and consider appropriate mitigation
3 measures to meet this demand.
4

5 HS Policy 6 Child Care Development Regulations. Ensure that child care facilities are sited
6 and operated in a manner compatible with surrounding land uses. Allow family day care homes
7 as permitted uses in all residential land use designations, and other child care facilities in any
8 land use designation except where not appropriate for health and safety reasons.
9

10 HS Program 6.1: Periodically review the Zoning Ordinance and other local
11 regulations affecting child care facilities to ensure that appropriate standards are
12 in place.
13

14 HS Program 6.2: For child care facilities serving 13 or more children, review
15 siting through the environmental review and permitting processes.
16

17 HS Program 6.3: Investigate ways of “streamlining” the permit process for child
18 care facilities.
19

20 HS Policy 7 City Policies and Programs. Maintain and develop the City’s child care programs
21 where feasible and appropriate.
22

23 HS Program 7.1: Continue to incorporate child care programs into City-
24 sponsored recreation activities wherever feasible and appropriate.
25

26 Responsibility: Community Services Department
27

28 HS Program 7.2: Continue to work with the Novato Unified School District to
29 provide child care programs at school sites and to respond to the needs of
30 private providers and the community.
31

32 Responsibility: Community Services Department
33

34 **HS Objective 4 Provide services and programs addressing the recreational, social,
35 cultural, and other similar needs of Novato’s youth.**
36

37 HS Policy 8 Social and Recreational Services. Maintain and expand social services and
38 recreation programs for Novato’s youth.
39

40 HS Program 8.1: Assist in coordinating and encouraging youth recreation,
41 counseling, and social programs offered by public, private and non-profit
42 organizations.
43

44 Responsibility: Community Services Department
45

1 HS Program 8.2: Continue to provide services, including juvenile counseling
2 and parent education classes, as appropriate, such as through the Novato Youth
3 Services Bureau. Periodically review the programs with public and private
4 youth-serving agencies to determine areas that should be revised or improved.
5

6 Responsibility: Community Services Department and Police Department
7

8 HS Program 8.3: Continue to support, assist, and provide substance abuse
9 programs.
10

11 Responsibility: Community Services Department and Police Department
12

13 **HS Objective 5 Support health care services that meet the needs of Novato.**
14

15 HS Policy 9 Health Services. Consider Novato's needs in the review of proposals for new
16 health care facilities, giving particular attention to those with special needs.
17

18 HS Program 9.1: Coordinate with public and private health care agencies to
19 determine Novato's health care needs.
20

21 HS Program 9.2: Consider public transit and roadway access as factors in
22 decisions involving the location of new health care facilities.
23

24 HS Program 9.3: Encourage the hospital's continued support of the
25 community's emergency plan.
26

27 Responsibility: Community Development Department, Community Services
28 Department, and Police Department
29

30 **HS Policy 10 Community Partnership Program.**
31

32 HS Program 10.1: Develop and implement a plan for a future program.
33

34 HS Program 10.2: Identify funding sources for implementing the plan as part of
35 the plan preparation.
36

37 Responsibility: Community Services Department

VIII. Public Facilities

CHAPTER VIII: PUBLIC FACILITIES AND SERVICES

1. INTRODUCTION

This chapter establishes objectives, policies, and programs for the major public services and facilities needed to support the development called for in the General Plan. Many services are provided by public agencies other than the City of Novato: water supply is provided by the North Marin Water District and Marin Municipal Water District; wastewater collection, treatment and disposal and garbage collection are provided by the Novato Sanitary District; flood control is provided by the Marin County Flood Control District; fire protection is provided by the Novato Fire Protection District; schools are provided by the Novato Unified School District; and college is provided by the Marin Community College District. The City provides Police protection, streets and storm drains, street lighting, recreation facilities and services, development services, and other administrative services.

The Land Use Chapter establishes a Growth Management program for managing infrastructure capacity and service levels and requiring new development to pay its fair share of the costs of the facilities and services needed to support it.

The sections below contain information about existing conditions, policies, and programs for each major type of public facility and service.

One of the 13 goals for the General Plan, adopted by the City Council on September 29, 1992, is

Goal	Manage growth by requiring the coordination of development with adequate infrastructure, public facilities, public services and promoting conservation, reuse and recycling strategies while meeting the needs of the community with the limited land available for development.
-------------	---

Objectives, policies and programs related to public facilities and services are also found in other parts of the Plan. In the Land Use Chapter, LU Policy 8 and related programs establish requirements for development fees that will require new development to pay its fair share for public facilities and services. Infrastructure for transportation is discussed in the Transportation Chapter. Parks and open space are discussed in the Environment Chapter.

2. BACKGROUND

This section describes the public facilities and services provided by the City of Novato and other public agencies. The City maintains a high level of communication and cooperation with provider agencies, but each of them retains independent decision-making authority. Because the City cannot compel other agencies to take any specific actions or to comply with City policy, the General Plan does not include standards for public services and facilities provided by other agencies.

Water

The North Marin Water District (NMWD) supplies about 95 percent of Novato with potable water. The Marin Municipal Water District (MMWD) supplies an area including Hamilton Field. NMWD receives most of its water from the Russian River, via the North Marin Aqueduct. NMWD has an agreement with the Sonoma County Water Agency that provides an annual entitlement of 12,360 acre-feet (4 billion gallons) of Russian River water. NMWD also receives a small amount of its supply from Stafford Lake, a reservoir on Novato Creek west of the City. MMWD receives its water from reservoirs on Lagunitas Creek in central Marin County, two other reservoirs, and from the Russian River.

The water supply is adequate to meet the demand under General Plan buildout. Water distribution facilities are developed on a site-by-site basis, financed by the developer through agreements with the water agency.

Wastewater Treatment and Disposal

The Novato Sanitary District is responsible for garbage disposal and wastewater collection, treatment and disposal in the Novato area. The district is required to meet standards specified in a permit issued by the California Regional Water Quality Control Board in 1992.

All collection is through gravity sewer mains except for three pumping stations at Bel Marin Keys, Bahia, and Hamilton Field. Treatment is at the Ignacio Treatment Plant and the Novato Treatment Plant. The District must expand the Ignacio Treatment Plant to accommodate buildout growth. Most of the land near the plants is vacant, and much of it is flood plain. There are single-family houses north and west of the Novato plant. Treated wastewater from the two plants is pumped in summer to a reclamation area on both sides of Highway 37 and east of Highway 101. The area includes 820 acres of pasture land, 14 acres of dedicated land for digested sludge disposal, a 10-acre wildlife pond, 53 acres of mitigation area, and two effluent storage ponds. In winter, excess effluent is discharged directly into San Pablo Bay, when allowed by the district's permit.

Developers are responsible for the construction of sewer extensions, which are dedicated to the district after completion. Current projections indicate that the capacity of the wastewater treatment and disposal system is more than adequate for buildout under the General Plan.

Flood Control and Storm Drainage

Novato has experienced periodic flooding, especially along Novato Creek. Flood control along major water courses in Novato is the responsibility of the Marin County Flood Control and Water Conservation District. Following the major flood in January 1982, Novato voters approved a program to fund flood control improvements sufficient to prevent flooding during storms up to the 50-year recurrence interval. Construction is nearly complete; improvements to the remaining 4,000 feet of Novato Creek are expected to start in 1997.

The City of Novato is responsible for storm drainage within the City boundaries. The City participates in the Federal Flood Insurance Program, which specifies the 100-year flood as the standard for urban communities. The City's development regulations stipulate the 25-year storm as the design standard for capacity of surface storm water drainage improvements. In

1 1989 voters approved Measure "F," which included \$4.2 million for storm drains. As of 1995,
2 13 projects have been completed, and the City's 1995-2000 Capital Improvements Program
3 includes three more. Storm drainage improvements at Hamilton Field are included in the City's
4 1993 approval of the Hamilton Master Plan.

5
6 These improvements have significantly reduced the potential damage from recurrence of a
7 100-year storm, similar to the one that occurred in January 1982.

8
9 Private developers are responsible for construction of storm drainage facilities within their
10 projects. Facilities are dedicated to the City when they are completed and accepted.
11 Developers also pay the City and the Marin County Flood Control and Water Conservation
12 District for storm drainage services.
13

14 **Schools**

15
16 In 1995, the Novato Unified School District provided education to 7,775 students at
17 8 elementary schools, 3 middle schools, 2 high schools, 1 continuation high school, and
18 1 independent study education school.
19

20 The district identifies school capacity and maintenance requirements in its *Long-Range*
21 *Facilities Plan, 1988-1993*. This plan was updated in the *Draft Facilities Use Report* (April,
22 1995, intended as an appendix to the *Long-Range Strategic Plan*). District goals and directions
23 are described in the *Long-Range Strategic Plan*.
24

25 The *Facilities Use Report* states that district schools have capacity for a maximum of 8,446
26 students. The district's current facility needs relate to the aging of existing schools and the
27 need to provide funding to maintain these facilities. At this time, there is no identified need for
28 new facilities.
29

30 The *Facilities Use Report* describes the status of each campus and includes projected
31 enrollment for each campus. Detailed descriptions of district facilities, enrollment, and goals
32 are in the *Existing Conditions Report* prepared for the General Plan and the three documents
33 cited above.
34

35 Future development consistent with this General Plan could generate as many as 3,601
36 additional students if this plan were built out to its maximum. District schools have capacity to
37 absorb an additional 661 students. Once existing capacity is filled, the district will have to
38 change schools to a year-round schedule, add relocatable classrooms to existing campuses,
39 place more students in each classroom, construct a new school(s), or some combination of the
40 above.
41

42 State law currently authorizes the District to charge \$ 1.76 per assessable square foot of new
43 residential development as developer mitigation fees. The Novato School District charges
44 \$1.44 assessable square foot. The amount generated by these fees in 1995 dollars is sufficient
45 to purchase or lease enough relocatable classrooms to house the students generated by
46 General Plan buildout. However, these additional students would require adding 106
47 relocatable classrooms to existing campuses. This is not feasible given site and infrastructure
48 constraints on existing campuses.
49

1 The developer mitigation fees are not sufficient to cover the costs of constructing new
2 permanent facilities. The district does not have a recent Developer Fee Justification Study,
3 which would typically address this issue. However, a review of Developer Fee Justification
4 Studies prepared within the past two years in other nearby locations indicates that the costs for
5 new school construction for a 600-student elementary school would be \$4,000,000-7,000,000,
6 a 900-student middle school would cost \$9,000,000-12,000,000, and a 1,500-student high
7 school would cost about \$20,000,000-23,000,000. The current developer mitigation fee
8 provides less than 20 percent of the cost of constructing new schools (based on the calculation
9 that a typical unit is 1,500 square feet, which generates a fee of \$2,160 and that the average
10 cost per student of constructing new schools is \$13,000-15,000).

11
12 The district has capacity to meet projected enrollment increases until after the year 2000. The
13 addition of relocatable classrooms, changing to a year-round schedule, and/or allowing more
14 students per classroom would extend existing campus capacity for several more years.
15 Eventually one or more new schools will be required. Currently, the District has no long-range
16 plans for determining where or when these new schools would be built. There is no long-term
17 financing plan for the construction of these schools.

18
19 It is likely that the District would have to construct new schools to adequately house the
20 students generated by total buildout under the General Plan. The cost of constructing these
21 schools is not met by current developer fees, and there is no other identified means of financing
22 these improvements. (The district only has \$400,000 in the Developer Fee Fund).

23
24 It is likely that additional mitigation beyond the developer fees currently collected by the district
25 will be required to house and educate the future student population adequately. Alternatively,
26 the district could seek voter approval of a bond issue to construct new facilities. Voters have
27 previously approved a parcel tax; however, the revenues from this tax can be used only for
28 school operations.

29
30 The closing of the Hamilton military base will have a substantial impact on the School District.
31 The District will suffer from declining enrollment and by closure in September of 1996 will have
32 lost approximately 1,000 students. The District will permanently lose a substantial source of
33 Federal revenue in the amount of approximately \$1 million. The District is pursuing special
34 legislation to recapture some funds at the State level.

35
36 The Indian Valley Campus of the College of Marin is located on 333 acres at the western
37 terminus of Ignacio Boulevard. The developed area covers about 50 acres.

38
39 At present, IVC has 2,200 students in both day and evening programs, 1,200 full-time
40 equivalent students. The campus was built for a projected enrollment of 5,000 students. The
41 campus currently uses 45 percent of the available facilities on the average. Current projections
42 show that at present the College District anticipates that IVC facilities will be underutilized
43 through the late 1990s.

44
45 Marin Community College enrollment will continue to be subject to a declining population in the
46 "college-age" group and a corresponding decline in local high school graduating classes. The
47 Marin County population is projected to grow by 2-3 percent between 1995 and 2000, with
48 growth in the minorities and in the age group of 55 and older. The college's major drawing pool,
49 younger than 35 years old, will decline in the next five years. High school graduates in Marin

dropped from 3,000 (1975) to fewer than 1,500 (1995) and will be constant somewhere between 1,500 and 1,700 in the next five years.

In response to these conditions, the MCCD anticipates that the student population will be older and diversified as the County population ages. These changes will continue the need to provide for traditional and non-traditional college-age students along with community people interested in self-enrichment or industries and businesses in need of employee education.

The College of Marin intends to lease several of the vacant buildings at IVC to multimedia technology-based businesses. The intent of the project is to establish a complex consisting of a collaborative of multimedia technology-based businesses and related technology education. A media research and education center, an information center, and a central meeting facility are proposed to be established in the existing campus library. The small businesses are proposed to be interspersed with classrooms in the existing Miwok building cluster. This project is named Digital Village.

Fire Protection and Emergency Medical Services

Structural fire protection and emergency medical response within the City and Sphere of Influence are provided by the Novato Fire Protection District. The District maintains four fire stations staffed by 72 line personnel (firefighters, captains, engineers, and emergency medical personnel). Details regarding District staffing, equipment, and the history of response to calls for service are described in the *Existing Conditions Report* as well as the District's *Five Year Fire/Life Safety Plan* (1994 Edition).

The *Five Year Fire/Life Safety Plan* (1994 Edition) also contains a complete description of the objectives of the District, including the District's adopted Levels of Service.

The District currently is funded primarily by a portion of property taxes collected in the District and a special tax that allows the District to levy annually up to 4 cents (\$0.04) per square foot on residential occupancies and 6 cents (\$0.06) per square foot on commercial/industrial occupancies. The District has never levied the maximum. The average special tax levy has been 1.9 cents (\$0.019) per square foot on residential development and 3.25 cents (\$0.0325) per square foot on commercial/industrial development.

Other Public Facilities

The City is planning a community center/performing arts facility in the Downtown, for which funds are available. The City is considering establishing development impact fees to fund major new recreation facilities. (See Chapter 4, section on Parks and Recreation.) Funds are available for necessary improvements to existing Civic Center buildings at their present location. No expansions to the new Police Department building are required. There are now no plans to expand the Novato Branch of the County Public Library or the facilities of the Novato Fire District.

PF Policy 1 Management of Public Facilities. Manage public facilities in conjunction with new development through continued planning and budgeting for public facilities and coordination with other agencies for the services which the City does not provide.

1 PF Program 1.1: Continue to prepare and adopt an annual Capital
2 Improvements Program for the City of Novato reflecting City facilities needed to
3 support development in the General Plan.
4

5 PF Program 1.2: Continue to evaluate the operating and maintenance costs of
6 infrastructure improvements needed to support the development allowed in the
7 General Plan.
8

9 PF Program 1.3: Provide General Plan information to other service-providing
10 agencies, and request determination of any capacity needed to accommodate
11 development called for in the General Plan. Service-provider determinations
12 regarding capacity will be used in making the determinations required in LU
13 Program 7.2.
14

15 PF Program 1.4: Provide information on development applications to other
16 service-providing agencies, to enable them to assess appropriate fair share
17 impact fees. The City will require proof of payment of these fees before issuing
18 a building permit.
19

20 PF Program 1.5: Adopt a Novato Storm Drain Facilities Master Plan as a basis
21 for planning and constructing improvements and for establishing fees.
22

23 PF Policy 2 Public Buildings. Ensure that the public buildings in Novato are adequate to
24 provide services for Novato residents under the development provided for in the General Plan.
25

26 PF Program 2.1: Establish standards for public buildings and facilities, including
27 City administrative offices, corporation yards, community centers and performing
28 arts centers, in relation to population.
29

30 Responsibility: Central Administration
31

32 PF Program 2.2: Establish impact fees for new development based on City and
33 agency standards for public buildings and facilities.
34

35 Responsibility: Central Administration
36

37 **PF Objective 2 Provide Community Facilities to Improve and Enhance Recreational**
38 **and Cultural Opportunities.**
39

40 PF Policy 3 Community Facilities. Continue efforts to provide various community facilities
41 addressing recreational and cultural needs.
42

43 PF Program 3.1: Adopt a plan for development of public facilities, including a
44 community center, performing arts facility, gymnastics, gymnasium, and aquatic
45 facilities.
46

47 Responsibility: Community Services Department
48

1 PF Program 3.2: Coordinate plans for community facilities with policies of the
2 Downtown Specific Plan.

3
4 Responsibility: Community Services Department

5
6 PF Program 3.3: Accommodate expansion of the City History Museum(s).

7
8 Responsibility: Community Services Department

9
10 PF Program 3.4: Plan for development of sports facilities and community play
11 fields to meet the needs of youth and adult athletic programs.

12
13 Responsibility: Community Services Department

14
15 **PF Objective 3 Ensure that public-service providers can continue to provide**
16 **adequate public services given the additional demand from new**
17 **development.**

18
19 PF Policy 4 Management of Public Services. Work with public service agencies to ensure that
20 those agencies have the means to provide services required by Novato residents and
21 businesses.

22
23 PF Program 4.1: Work with the Novato Fire Protection District to ensure that
24 the District can continue to provide adequate fire protection and emergency
25 response. The Novato Fire Protection District maintains its own Level of Service
26 standards to determine adequate protection and response.

27
28 PF Program 4.2: Work with the Novato Sanitary District to ensure that
29 wastewater is adequately collected, treated, and disposed of.

30
31 PF Program 4.3: Work with the North Marin Water District to ensure the
32 provisions of adequate potable water to Novato residents and businesses.

33
34 PF Program 4.4: Monitor response history and case load history for the Novato
35 Police Department. Consider adding additional personnel as required to
36 maintain an adequate level of police response. Where a nexus can be
37 demonstrated and State law allows, consider requiring a fee to finance a portion
38 of the costs for increasing police staffing.

39
40 PF Program 4.5: The City shall work with the School District to address
41 anticipated deficits between the cost of constructing necessary new schools and
42 the revenues generated by developer fees. Where a clear nexus can be shown
43 between the impacts of a development and the need for new school facilities
44 and there are insufficient revenues to construct the new school, the City shall
45 consider the need for additional project mitigation to be provided by the project
46 sponsor, which may include dedication of school sites, provision of infrastructure
47 improvements to a school site, and/or additional impact fees. These additional
48 mitigations shall be required for new development to the degree that State law
49 allows.
50

1 PF Program 4.6: Work with the Novato Unified School District to ensure that
2 future school sites that may be required to serve future development are
3 provided for in the plans for development projects.

4
5 PF Program 4.7: As stated in LU Program 8.4, the City will support efforts by
6 other agencies to collect equitable fees required to maintain adequate service
7 levels.

8
9 PF Program 4.8: Work with solid and liquid wastewater agencies to ensure
10 compatibility of nearby land uses with their facilities.

11
12 PF Program 4.9: Consider policies and programs and work with utilities to
13 encourage the development of utilities particularly telecommunication, video,
14 and data utilities, to accommodate the long-term needs and meet the changes
15 in technology and needs of business and industry.

16
17 **PF Objective 4 Manage the water supply through coordination with providers and**
18 **water conservation.**

19
20 PF Policy 5 Potable Water. Ensure adequate water supply for new and existing development.

21
22 PF Program 5.1: Ensure water service agreements for new development are
23 in place which establish a Level of Service in accordance with the regulations
24 and ordinances of the North Marin Water District and Marin Municipal Water
25 District.

26
27 PF Program 5.2: Require developers to enter into agreements in accordance
28 with the regulations and ordinances of the North Marin Water District and Marin
29 Municipal Water District and pay for the cost of potable water infrastructure
30 required for each project.

31
32 PF Policy 6 Water Conservation. Develop and implement water conservation programs for
33 Novato.

34
35 PF Program 6.1: Adopt a Water Use Reduction in Landscaping Ordinance.
36 Consider the use of water-saving devices for residential and commercial uses;
37 limits to the amount of turf area in new developments; the use of drip irrigation
38 systems; and other water conserving measures.

39
40 *Potable water is becoming a scarce resource throughout California. The Water*
41 *Conservation Act adopted by the State in 1990 required cities and counties to*
42 *adopt a water-efficient landscape ordinance. This ordinance reduces water use*
43 *for landscaping by limiting turf area, encouraging use of native plants and other*
44 *vegetation with low water-use requirements, and by requiring water-efficient*
45 *irrigation systems.*

1 PF Program 6.2: Use treated wastewater for irrigation of City facilities and
2 encourage wastewater irrigation at other public and private facilities, where
3 practicable.
4

5 Responsibility: Community Development and Community Services Departments
6

7 PF Program 6.3: Support and Encourage reclamation of wastewater for reuse
8 wherever possible in accordance with the regulations and ordinances of the
9 North Marin Water District and Marin Municipal Water District.
10

11 PF Program 6.4: Consider developing a plan in conjunction with the Sanitary
12 District and Water Districts to promote and maximize to the extent feasible the
13 reuse of treated wastewater and consider enacting an ordinance to have
14 developments provide wastewater distribution facilities in conformance with the
15 Plan.

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IX. Community Identity

CHAPTER IX: COMMUNITY IDENTITY

1. INTRODUCTION

The purpose of this chapter is to establish objectives, policies and programs that will preserve and improve Novato's unique sense of place. Strengthening Novato's sense of community was given a high priority in the survey carried out for the General Plan and in public meetings. Suggestions included keeping the small town character, having more local events, and beautifying the Downtown. Residents and business people stated that there was a need for better-designed developments, maintaining the attractiveness of older, more traditional residential areas, and greater variety in residential development, in contrast to standard subdivision tracts.

The objectives, policies, and programs of this Chapter are intended to further the following goals of the *Vision and Goals Statement* adopted by the City Council on September 29, 1992:

Goal **Retain and promote the small town character of Novato including preservation of the historic features and landmarks.**

Goal **Protect the integrity of residential neighborhoods from conversion and/or intrusion of incompatible land uses. Create transition buffers separating incompatible land uses.**



Grant Avenue in the 1940s

2. BACKGROUND

Much of the new residential development that will occur in Novato will be infill, the development of land usually on individual lots in already developed areas. Ensuring that infill development fits harmoniously with the surrounding neighborhood is a key function of the objectives, policies, and programs in this chapter.

Many of the infill sites are located where residential and commercial land uses are near one another. Residential areas next to Downtown, such as the Northwest Quadrant, and single-family areas surrounding neighborhood shopping centers such as *Nave Center* and *The Square* are examples where using design guidelines ensures that new development fits harmoniously with what exists.

Novato also has a few large, undeveloped sites where additional housing will be developed, such as Hamilton Field. A unique opportunity exists on these larger sites for new housing to create a sense of place by encouraging a traditional pattern of pedestrian-scale neighborhoods. Similar neighborhoods are found in the older residential areas adjacent to Downtown Novato and in other nearby communities, such as San Anselmo and Petaluma.

The Community Identity Element is closely related to the Land Use and Transportation Elements. The design of public and private projects must be consistent with the entire General Plan, however.

3. OBJECTIVES, POLICIES, AND PROGRAMS

- | | |
|-----------------------|--|
| CI Objective 1 | Build on and strengthen Novato's unique identity and sense of place. |
| CI Objective 2 | Preserve the character of existing residential neighborhoods. |
| CI Objective 3 | Ensure that new residential development demonstrates quality, excellence of design, and sensitivity to the character of the surrounding neighborhood. |
| CI Objective 4 | Encourage compact development that reduces the need for annexations and urban sprawl. |

Other chapters of the Plan implement many of these objectives. A more compact city is obtained by emphasizing infill development and promoting mixed use development Downtown and in neighborhood shopping areas, and by discouraging sprawl at suburban densities in outlying areas.

CI Policy 1 Compatibility of Development with Surroundings. Ensure that new development is sensitive to the surrounding architecture, topography, landscaping, and to the character, scale, and ambiance of the surrounding neighborhood. Recognize that neighborhoods include community facilities needed by Novato residents as well as homes, and integrate facilities into neighborhoods.

CI Program 1.1: Establish Design Guidelines to be applied as part of the Design Review process.

The guidelines may address: massing (the relationship between the size and bulk of buildings), use of colors, materials and detailing, landscaping, lot circulation, signage, and privacy, in order to promote attractive development that is compatible with surrounding land uses, emphasizing compatibility of uses and buildings in residential neighborhoods. Compatibility does not require that residential densities and building types be identical on adjoining properties.

Novato is primarily a residential community. The character and livability of its neighborhoods define, to a large extent, Novato's sense of place. New residential development must fit in harmoniously with its surroundings, support and enhance the City's identity, without necessarily conforming to any given architectural style or motif.

CI Program 1.2: Continue the Design Review process.

The Design Review process recognizes the interdependence of land values and aesthetics and provides a method to promote good site planning, building design, and sound land use development.

CI Program 1.3: Adopt specific design guidelines for the Downtown, the North West Quadrant, and for mixed use development.

CI Program 1.4: Continue to recognize the rural character of some of Novato's residential areas and to implement the City's rural residential street standards.

CI Policy 2 Explore the use of traditional site design and architectural principles in areas with established patterns or sufficiently large development areas to use those principles successfully. Elements of traditional site design and architecture include:

- a. grid street systems
- b. sidewalks with curbs, gutters, and a planting strip between the sidewalk and the roadway
- c. traditional home designs with porches and verandas
- d. trees planted adjacent to arterial streets and highways
- e. narrower traffic lanes on local streets, with limited on-street parking
- f. rounded street corners with "bulb outs" at key intersections
- g. absence of large radius intersection corners
- h. garages in the rear or sides of properties

In many newer single family subdivisions front yards are rarely used. The streets are wide and dominated by driveways and garage doors. There are few porches or verandahs which reduce human presence. Traditional residential design is found in communities built before the 1940s and the principles used then may be appropriate in some Novato locations. These residential neighborhoods promoted activity in front yards and established a stronger connection between the house and the street, and increased opportunity for interaction among neighbors. This contributes to neighborhood safety and sense of place. A return to the more traditional

1 residential neighborhood design is occurring in cities across the United States. The Hamilton
2 Design Guidelines incorporate some of these principles.

3
4 CI Policy 3 Variety in Design. Discourage sameness and repetitive designs.

5
6 CI Program 3.1: Consider revising the Zoning Ordinance to include the following
7 guidelines:

- 8
9 a. discourage new residential construction with identical or similar
10 facades on opposing or adjacent lots;
11
12 b. encourage varied roof styles, reversed building footprints, and
13 changes in elevation for the same unit floor plan.
14

15 *Revising the Zoning and Subdivision Ordinances to reflect the intent of*
16 *CI Policy 3 will result in increased choice and variety in the design of*
17 *development. In most subdivisions one builder constructs all of the homes in the*
18 *project using only a few different house plans. This can result in a monotonous*
19 *and sterile residential environment. Through a variety of measures, it is possible*
20 *to create more interesting neighborhoods without significantly adding to costs.*
21

22 CI Policy 4 Noise Mitigation. The preferred method of noise mitigation is buffering through
23 distance. Other methods, in order of preference, are wooden walls and masonry walls.
24

25 CI Program 4.1: The City shall request that Caltrans perform a visual analysis
26 for all new, proposed sound walls in Novato. The analysis shall show existing
27 and future views at critical points along the route. This data will be used to
28 determine whether the sound walls should be constructed.
29

30 CI Policy 5 Property Maintenance and Nuisance Abatement. Encourage property maintenance
31 and abate nuisances.
32

33 CI Program 5.1: Revise the nuisance abatement ordinance to strengthen its
34 property maintenance provisions.
35

36 This ordinance could regulate the storage of recreational vehicles, boats, and
37 automotive repair in residential areas. The ordinance permits the levying of
38 fines for repeat offenders.
39

40 CI Policy 6 Mixed Use Developments. Ensure that mixed use developments are well-designed
41 aesthetically and functionally.
42

43 CI Program 6.1: Amend the Zoning Ordinance to address:
44

- 45 a. shared parking, trash and recycling facilities;
46
47 b. required ground floor retail or personal service uses wherever
48 appropriate; and
49

- c. site and building design which are compatible with and enhance the adjacent and surrounding residential neighborhood in terms of scale, building design, color, exterior materials, roof styles, lighting, landscaping and signage.

Many of the mixed use areas are located adjacent or near to residential neighborhoods. It is essential that mixed use developments be developed in a manner which contributes to and preserves the residential character of these neighborhoods.

CI Policy 7 Landscaping. Encourage attractive native and drought-tolerant, low-maintenance landscaping responsive to fire hazards.

CI Program 7.1: Maintain and periodically update minimum landscape standards.

CI Program 7.2: Maintain a list of drought-tolerant plants for public distribution.

The Public Facilities Chapter contains water conservation policies limiting turf areas and requiring drought-tolerant landscaping.

CI Policy 8 Pedestrian-Oriented Land Uses. Encourage pedestrian-oriented, rather than auto-dependent uses in areas such as Downtown, Ignacio, and other activity centers where mixed uses, shared parking (on- and off-street), transit service, and other conditions facilitate pedestrian circulation.

CI Policy 9 Undergrounding Utilities. Continue to require undergrounding of utilities.

CI Policy 10 Provide for the proper placement, removal and replacement of above-ground utilities.

CI Program 10.1: Work with utility companies to remove inactive or abandoned above ground utility lines and facilities.

CI Program 10.2: Explore funding programs to facilitate the undergrounding of utilities in addition to current methods.

CI Program 10.3: Consider amending the zoning ordinance to incorporate guidelines or regulations, to the extent feasible, regarding the aesthetics, proliferation and location of above ground utilities, appurtenance and antennas.

CI Policy 11 Entryways. Encourage the development of entryways to the City through use of distinctive signs, street lighting, landscaping and street trees.

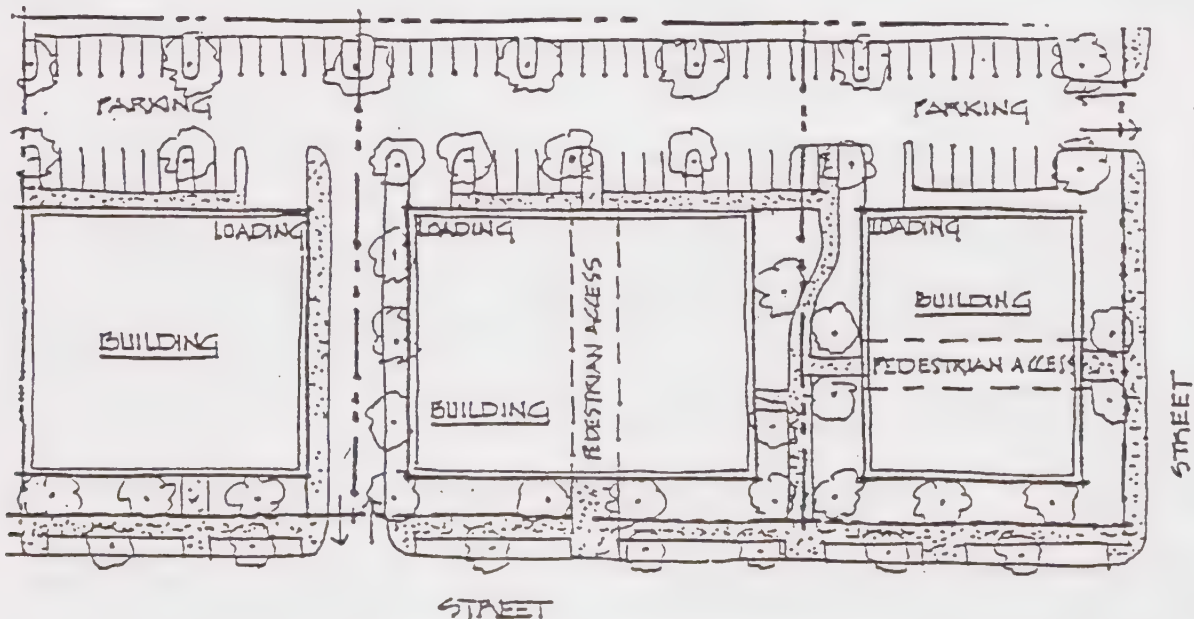
CI Objective 5 Improve the appearance and effectiveness of parking facilities.

Off-street parking facilities occupy a significant portion of the City's lands. Design guidelines should improve their effectiveness, attractiveness and safety, while removing conflicts between motorists and pedestrians.

CI Policy 12 Parking Standards. Reduce the visibility of parking facilities and the amount of land necessary for them to the maximum extent feasible.

CI Program 12.1: Consider the following revisions to the Zoning Ordinance for parking facilities:

- a. use continuous (except for wheelchair ramps) curbs around the perimeter of parking areas;
- b. require motorcycle parking in all new parking facilities with more than five spaces;
- c. encourage shared access to parking areas to reduce curb cuts and save space;
- d. ensure that the glare from vehicular headlights in the parking lot does not have an adverse impact on adjacent land uses;
- e. improve pedestrian movement and safety, by such means as signals, bollards, and other features;
- f. require that parking facilities be located behind buildings wherever possible;
- g. allow shared parking and driveways for commercial uses having day/night activity patterns.
- h. review and evaluate the off-street parking requirements for commercial and multi-family areas to reduce on street parking.



Flexible parking standards are needed most in the Downtown where there are mixed uses.

Lighting

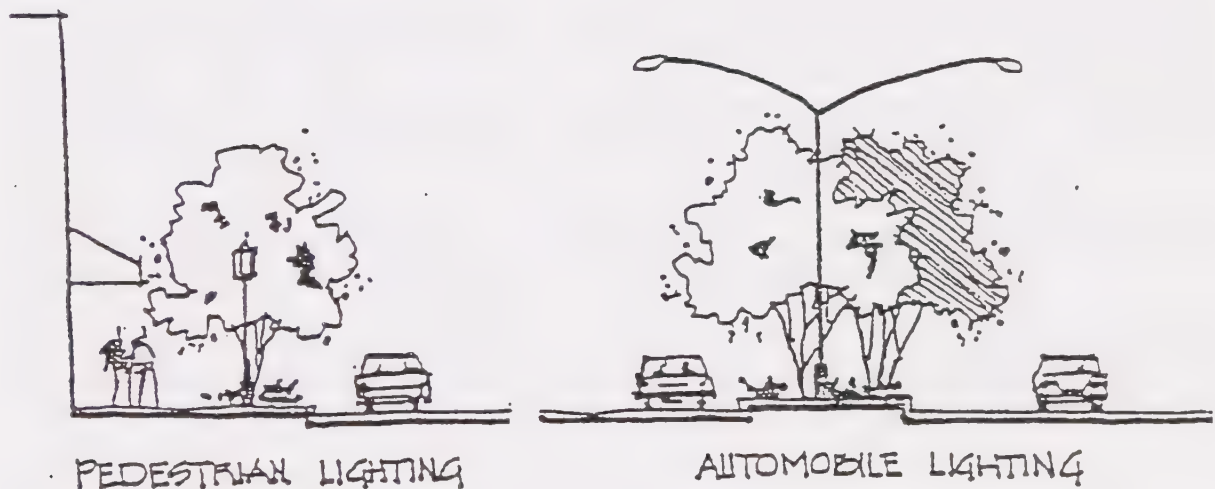
Lighting should serve functional, safety, and aesthetic purposes. Light can be used to identify important civic and historic buildings, giving cohesion to the physical structure of the community and increasing the use of public places at night.

Exterior lighting for pedestrian areas, building facades, and landscape should be complementary in style, color, and intensity with public street and pedestrian lighting. Fixtures proposed for building exteriors should work effectively with street lighting.

The following guidelines for architectural lighting are intended to improve the lighting of public and private development throughout the City.

CI Objective 6 **Improve the appearance and effectiveness of outdoor lighting and reduce conflicts related to lighting.**

CI Policy 13 Lighting Design Guidelines. Amend the Zoning Ordinance to incorporate design guidelines for exterior lighting addressing issues such as security, appearance, and intensity. The guidelines shall provide the types of lights and lighting to be used in various types of development so that new projects mitigate impacts on open space or other valuable City views to the extent feasible.



Vehicles and pedestrians require different lighting.

Open Areas and Landscaping

CI Policy 14 Open Areas and Landscaping. Require provision of adequate landscaped, open areas in project design.

CI Program 14.1: Consider revisions to development regulations to provide for adequate landscaped and open areas.

Pedestrian Circulation

Convenient and safe pedestrian access to and from commercial, recreational and residential areas of the City is essential to the well-being of the community. The *Transportation Chapter* contains policies and programs for additional pedestrian walkways and related facilities. This section addresses the design of pedestrian paths and walkways in Novato.

CI Policy 15 Pedestrian Paths. Provide for maximum feasible pedestrian circulation.

Pedestrian paths and walkways should connect residential areas, parking facilities, schools and commercial areas.

CI Program 15.1: Consider adopting the following design guidelines for pedestrian facilities:

- a. provide physical separation of vehicular and pedestrian movement wherever possible and plant street trees to create a safer and more pleasant environment for walkers;
- b. provide pedestrian-oriented lighting to improve security and the sense of safety;
- c. require convenient, secure pedestrian access from parking lots and entrances to commercial uses;
- d. encourage commercial developments to include pedestrian walkways and street furniture at street level adjacent to buildings, public transit and parking facilities; and
- e. encourage clustering of commercial buildings to create pedestrian zones and avoid wide expanses of parking between building entrances.
- f. Encourage landscaped open areas and outdoor furniture in areas to be provided as gathering places for employees and customers in commercial office and industrial areas .

Downtown

The City is preparing a specific plan to revitalize Downtown and to help ensure that it becomes again the economic, social and cultural center of Novato. It is the result of an extensive grass-roots effort started in 1994. The desire for a *Downtown Specific Plan* grew out of many public workshops and hearings. A storefront "Downtown Gallery" containing examples of how the Downtown could be improved drew over 2,500 responses from the public. Planning the future of Downtown Novato clearly touched the heart of the community.

Specific plans are tools to implement the General Plan for selected areas of the City. They are more detailed than the general plan and direct all phases of future development – the distribution of land uses; the location and sizing of supporting infrastructure; and methods of financing public improvements.

This section presents overall goals, objectives, policies which provide the legal framework for the *Downtown Specific Plan*. Other chapters of the General Plan also support the *Downtown Specific Plan*:

- The *Downtown Core* land use designation in the *Land Use Chapter* was established to facilitate Downtown revitalization with mixed uses and a higher FAR. It is contiguous with the boundary of the *Downtown Specific Plan*.
- The *Economic Development/Fiscal Vitality Chapter* contains policies and programs to support and encourage Downtown businesses.
- The *Transportation Chapter* contains policies and programs to provide additional off-street parking Downtown and public transit facilities connecting the Downtown to Vintage Oaks and other parts of Novato.
- The *Housing Chapter* encourages mixed use and smaller single-family housing Downtown, and the preservation of the character of residential neighborhoods adjacent to Downtown.

Historically Downtown Novato was the center of a thriving small community. It had a railway station, theaters, bars, and many stores. After Highway 101 was constructed around Novato, the visibility and importance of the Downtown decreased significantly. The suburban, low-density residential development built during the 1960s and 1970s, combined with the establishment of large shopping centers readily accessible from the freeway in San Rafael and other nearby communities further reduced the commercial vitality of the Downtown. Most recently, the Vintage Oaks Shopping Center added retail space equivalent to the entire Downtown.

Community sentiment has changed. There now is a desire for the sense of place created by the traditional, small-town main street, providing a safe, pedestrian-friendly atmosphere where people can gather, shop, and be entertained.

The *Downtown Specific Plan* will implement this vision by building upon the unique assets that exist: the large number of historic and attractive older buildings; the proximity to the railway and Highway 101; the diverse building supply and related light industrial businesses located north of Grant Avenue; the Community House and City Hall campus; and the hillside views surrounding Downtown.

- | | |
|------------------------|--|
| CI Objective 7 | Establish the Downtown as the primary center for community and cultural activities. |
| CI Objective 8 | Establish the Downtown as a commercial and business center for the community. |
| CI Objective 9 | Provide a variety of housing Downtown. |
| CI Objective 10 | Improve the appearance and attractiveness of the Downtown. |

1 CI Policy 16 Downtown Specific Plan. Adopt and maintain a *Downtown Specific Plan*.

2
3 CI Program 16.1: Develop an education/information program for the *Downtown*
4 *Specific Plan*.

5
6 Responsibility: Redevelopment Agency.

7
8 CI Program 16.2: Coordinate development Downtown with the updated
9 *Downtown Specific Plan*. Refer to CI Map: *Downtown Specific Plan*.

10
11 Responsibility: Community Development Department and the Redevelopment
12 Agency.

13
14 CI Policy 17 Downtown Diversity. Maintain and support the diversity of businesses and
15 services Downtown.

16
17 CI Program 17.1: Consider establishing a Business Improvement District (BID)
18 specifically for the area within the *Downtown Specific Plan* area.

19
20 Responsibility: Redevelopment Agency.

21
22 CI Policy 18 Tourism. Refer to the *Economics/Fiscal Chapter*.

23
24 CI Policy 19 Farmers Market. Continue to support the Farmers Market.

25
26 CI Policy 20 City Hall. Maintain the City Hall campus and appropriate community facilities
27 Downtown.

28
29 CI Program 20.1: Identify possible Downtown locations for additional community
30 facilities.

31
32 Responsibility: Community Services and Community Development Department.

33
34 CI Policy 21 Ground Floor Retail. Encourage the establishment of ground floor retail uses
35 wherever feasible.

36
37 *Stores, restaurants, cafes, theaters, and similar businesses facilitate a pedestrian-friendly*
38 *Downtown which remains a bustling activity center after business hours.*

39
40 CI Policy 22 Town Square/Plaza. Consider the establishment of a "Town Square/Plaza"
41 Downtown.

42
43 CI Policy 23 Automobile-Intensive Uses. Discourage the location of new automobile-intensive
44 uses such as gas stations, oil changers, car washes, fast foods and mini-marts Downtown.

1 CI Policy 24 Additional Parking. Facilitate the provision of adequate parking, emphasizing a
2 combination of public and private parking facilities.
3

4 CI Program 24.1: Encourage shared parking, trash and recycling agreements
5 wherever feasible. Utilize, as appropriate, development agreements, conditions
6 of approval, and other means to encourage shared parking, trash and recycling
7 arrangements.
8

9 CI Program 24.2: Consider revising parking requirements for mixed use
10 developments in the Zoning Ordinance to account for alternate use times.
11

12 CI Policy 25 Architectural and Landscape Design. Require attractive architectural and
13 landscape design for all new developments as well as for expansion to existing uses, consistent
14 with *Downtown Specific Plan* guidelines.
15

16 CI Policy 26 Pedestrian Movement. Encourage a pedestrian-friendly Downtown with outdoor
17 seating.
18

19 CI Policy 27 Public/Private Partnerships. Encourage cooperation and collaboration between
20 the City and Downtown property and business owners to implement the *Downtown Specific*
21 *Plan*.
22

23 CI Program 27.1: Consider implementing a Main Street type program.
24

25 Responsibility: Community Development and Central Administration.
26

27 CI Program 27.2: Consider various funding vehicles to encourage existing
28 businesses to renovate and stay Downtown.
29

30 Responsibility: Administrative Services.
31

32 CI Policy 28 Additional Housing. Accommodate additional housing on upper floors over
33 commercial and office uses where appropriate.
34

35 *The Land Use Chapter establishes a Mixed Use designation for the Downtown which permits*
36 *residential development.*
37

38 CI Policy 29 Neighborhoods Adjacent to Downtown.
39

40 *Several residential neighborhoods, such as the North West Quadrant Area, are located*
41 *adjacent to Downtown. Policies and programs will be considered to preserve and enhance*
42 *these neighborhoods and ensure that they will not be adversely affected by future development*
43 *Downtown.*
44
45

Historic Resources and Public Art

Conservation of Architectural and Historic Resources

Novato's archaeological and historic resources should be preserved. They provide a link to the past and strengthen the City's sense of place and community identity. Members of the community take a strong interest in the preservation of historic buildings and sites. The Novato Historical Museum and Archives – a volunteer organization exhibiting many artifacts and documents relating to Novato's past has identified a total of 80 historic buildings and sites in the Novato area.



1 **CI Objective 11** **Preserve archaeological and historic resources.**

2
3 The California Environmental Quality Act (CEQA) requires evaluation of any archaeological
4 resource on the site of a development project. Unique resources, as defined by State law,
5 should be protected, either by physical measures or by locating development away from the
6 site.
7



8
9 Novato Train Station 1920s

10 **CI Policy 30** Archaeological Resources Protection: Continue to protect archaeological
11 resources.
12

13 CI Program 30.1: Require that areas found to contain significant historic or
14 prehistoric artifacts be examined by a qualified consulting archaeologist.
15

16 CI Program 30.2: Require development applicants to research records for sites
17 identified as having a potential for archaeological resources, to determine if a
18 survey has been made and if resources have been identified. If there has been
19 no survey, the City may require that the applicant conduct one.
20

21 CI Program 30.3: Halt all work if archaeological resources are uncovered during
22 construction, and require an evaluation by a qualified archaeologist prior to
23 recommencing construction.
24

25 CI Program 30.4: Locate and/or design development to avoid impacts on sites
26 with identified archaeological resources by placing building to avoid the site,
27 incorporating the site into a permanent open space area, covering the site with
28 a layer of soil, deeding the site as a permanent conservation easement, or
29 taking other actions recommended by the archaeologist, as approved by the
30 City.
31

32 CI Program 30.5: If site has potential for archeological considerations, institute
33 measures to protect these resources.
34

CI Policy 31 Historic Buildings, Sites and Districts. Identify, recognize and protect sites, buildings, structures and districts with significant cultural, aesthetic and social characteristics which are part of Novato's heritage.

CI Program 31.1: Adopt a Cultural Resources Management Ordinance to define, identify, evaluate, protect and preserve sites, buildings, structures, districts and objects that reflect significant elements of Novato's cultural, social, economic, political, aesthetic and architectural heritage use the Novato History Museum documents identifying 80 historic buildings and sites in Novato as a resource in developing the ordinance as well as the information regarding the existing historical districts.

A Cultural and Historic Resources Management Ordinance would supplement the present design review requirements for the Downtown Historic District. Boundaries of the District are shown on CI Map 1.



Novato History Museum

CI Program 31.2: Publish and distribute historic information about Novato.

CI Program 31.3: Consider establishing incentives for preservation and restoration of historic buildings and sites.

Public Art

Art located in public spaces such as parks, thoroughfares, Downtown, and around public and private buildings provides beauty, a sense of place and a human quality to urban areas. Public art can often become a landmark treasured by the community. Public art does not have to be large or monumental in size. Murals, fountains, sculptures and other forms have been used

1 successfully to soften and beautify urban spaces. Many communities throughout California and
2 the nation have implemented highly successful art-in-public-places programs.
3

4 Novato is located in an area with a large population of artists. The annual *Marin County Open*
5 *Studios* lists many artist studios in Novato. The City's sense of place and its attractiveness
6 would be enhanced through public art. Art has the ability to reflect the cultural life of the
7 community.
8

9 Public art can be achieved through programs like the Percent-for-Art Program and through the
10 support of private donors. Development can be encouraged and required to include artwork
11 with new buildings and expansions.
12

13 **CI Objective 12 Support public art and sculpture.**
14

15 CI Policy 32 Public Art. Promote public art that enhances the cultural life of the community.
16

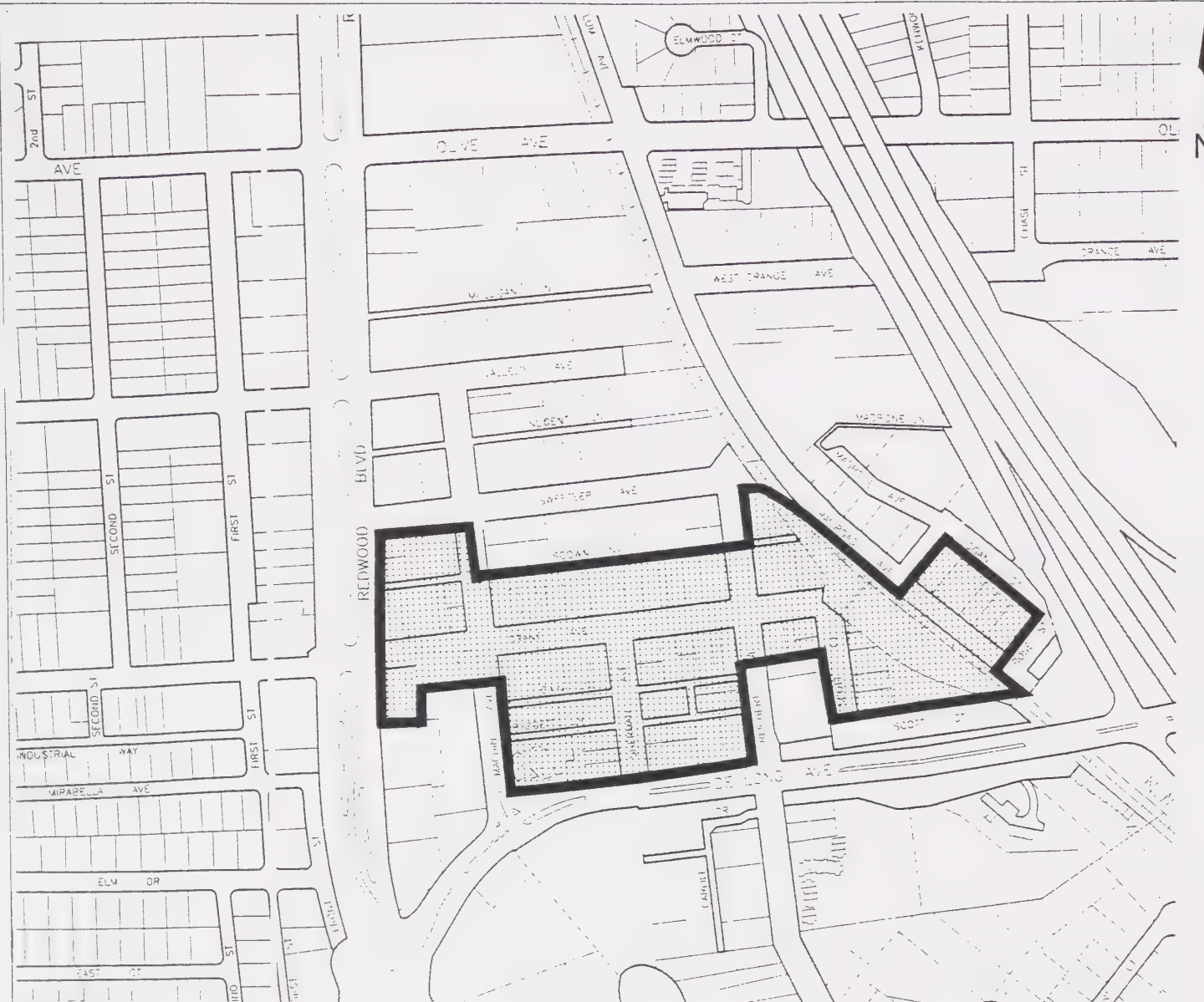
17 CI Program 32.1: Consider adopting an Arts-in-Public Places program voluntary
18 art in public places and Percent- for-Art program with encouragement for
19 selection of local artists.
20

21 Responsibility: Community Services Department
22

23 CI Program 32.2: Consider supporting a Novato-based art organization(s) in
24 developing and establishing art programs and work towards Novato becoming
25 a center for the artists in the North Bay.
26

27 *These programs would require a percentage of the cost of new public and*
28 *commercial building to be spent for public art, and/or require new development*
29 *to contribute to the cost of art in public places.*

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This map was developed for General Plan purposes. The City of Novato is not responsible or liable for use of this map beyond its intended purpose. More detailed information is available at the Novato Community Development Department.

CI - MAP 1 HISTORIC PRESERVATION DISTRICT



District Area

SOURCE: City of Novato

City of Novato
GENERAL PLAN

CI- MAP 2

DOWNTOWN SPECIFIC PLAN

Scale: 1" = 300'

N



Boundary

- 1 (West) Grant
 - a. Financial Services, Offices and Community Services
 - b. Limited Retail
- 2 (East) Grant- Retail and Restaurants, Limited Offices
- 3 Redwood Blvd. - Auto-Oriented Business and Services
- 4 North of Old Town
 - a. Auto Repair
 - b. Building Supplies and Contractors
- 5 Civic Center - City and Private Offices (two private residences)
- 6 Single Family Residential

SOURCE: City of Novato

City of Novato
GENERAL PLAN

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Appendix A

Novato Neighborhoods

Appendix A: Novato Neighborhoods

Introduction

This Appendix summarizes General Plan policies that have a particular effect on the City's neighborhoods. This Appendix is not an adopted part of the General Plan. It is intended to summarize how the Plan will affect the City's neighborhoods. No policies or programs are presented in this Appendix which are not in the General Plan.

The seven districts are those used in the 1992 report Target 2000, taking Novato's Park and Recreation Facilities into the 21st Century, prepared by the Parks and Recreation Commission. This Appendix contains information from that document, as well as from the General Plan and background reports.

General Plan policies, in addition to those described in this Appendix, apply to the entire City, including each district, whether or not this Appendix refers to all plan policies. These district descriptions are not as detailed as a neighborhood plan or specific plan, but simply focus on policies and programs affecting that district.

The following sections describe the location, population, and housing characteristics (including areas both inside and outside the City limits), environmental resources and hazards, major transportation facilities and other public facilities in each district. It then summarizes land use policies that will guide development of major vacant or underdeveloped areas in the district.

1. Northwest

This neighborhood extends from Highway 101 west to the City limits, from the slopes of Mount Burdell south to Novato Boulevard and San Marin Drive. It includes the San Marin, Partridge Knolls, San Ramon, and Miwok/Simmons neighborhoods.

The area consists primarily of single-family homes. Much of it developed under the 1961 San Marin Master Plan. The 1990 population was about 7,100 with approximately 2,400 housing units,

The Mount Burdell County Open Space area is a major scenic resource. The Olompali State Historical Park, outside the City limits, is adjacent to the Mount Burdell Open Space area to the north. Various hiking and equestrian trails extend through these areas, and it will be important to preserve existing access easements.

Novato Creek and Simmons Creek are subject to the Plan's streamside protection policies, including setbacks to protect riparian habitat. Novato Creek is adjacent to various parks in the City, including Miwok and Pioneer Parks, and portions of its banks could be enhanced as a connecting greenway for walking and viewing.

Novato Boulevard and San Marin Drive are the area's main roadways; there is regular bus service along both roads. There is peak hour congestion along San Marin Drive near Highway 101.

The district contains San Marin High School and San Ramon Elementary School. Pioneer Memorial and Miwok are the two developed parks in the neighborhood. There are numerous

private mini-parks within residential subdivisions, recreation facilities at the two schools, and the private Rolling Hills Country Club. The development of the City's 100-acre O'Hair Park, south of Novato Boulevard, will provide additional recreational facilities for residents of this district.

General Plan Land Use Policies Relative to Northwest

The 180 Buck Center for Research on Aging site is on the northern edge of the City. The Plan designates the site Research/Education-Institutional, which allows the research facility and associated housing in the development approved by the County.

Much of the undeveloped land in the district consists of steep slopes and unstable soils. The General Plan specifies requirements to assure structural safety, preserve environmental values, and protect views.

The 63-acre vacant San Marin Business Park, northwest of San Marin Drive and Redwood Highway, is designated Business and Professional Office. This would allow offices hospitals and administrative uses along with ancillary commercial and service establishments. Development would be clustered to avoid unstable soils and protect views.

The two surplus school sites, San Carlos and San Andreas, are designated Medium Density Detached Residential (4 to 7 units per acre), and is intended to be compatible with surrounding neighborhood.

The plan designates the San Marin Plaza neighborhood shopping center as Neighborhood Commercial, which would allow both retail and housing.

2. West

West Novato extends from McClay Road west to the City limits and from Novato Boulevard south to Big Rock Ridge. Much of the area to the west is managed by the Marin County Open Space District. The 1990 population of the district was 9,630, and it contained about 3,000 housing units, mostly single-family. The Pleasant Valley neighborhood is partly in this district, and the Wild Horse Valley, and Indian Valley neighborhoods, outside the City limits, are adjacent.

Environmental resources include the Big Rock Ridge open space area, with its connecting hiking and equestrian trails and trailheads. Novato, Wilson, and Warner Creeks extend through the district.

Much of the remaining vacant land in the district is on steep slopes with unstable soils. Plan policies require special measures to assure structural stability, preserve environmental resources, and protect views.

Novato Boulevard, on which there is regular bus service, is the main east-west travel route.

Sinaloa Middle School and Pleasant Valley Elementary School are in the neighborhood. The County's Stafford Lake Park, to the west, connects with Miwok Park via a bike path. The district also contains the Marin Highlands City park, recreation facilities at the two schools, private

NN - MAP 1

NOVATO NEIGHBORHOODS

NOVATO NEIGHBORHOODS:

1. Northwest
2. West
3. Southwest
4. Central
5. Midwest
6. Northeast
7. Southeast

City of Novato GENERAL PLAN

----- City Limit Line
 Sphere Of Influence



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equestrian facilities, the Novato Youth Center, and the Indian Valley golf course, open to the public.

General Plan Land Use Policies Relative to West:

The 220-acre Doe Hill site, immediately west of the City limits and south of Novato Boulevard has been purchased by the County Open Space District. This site contains steep wooded hillsides and grazing land. It provides a visual backdrop for the western entrance to Novato.

Plan policies require setbacks and other measures along creeks to enhance the riparian environment and minimize flood hazards. Areas alongside creeks could be improved as greenways connecting parks and activity centers.

The Novato Square neighborhood shopping center at Novato Boulevard and Wilson is designated Neighborhood Commercial, which would permit a combination of retail and housing.

3. Southwest

This area extends generally southwest to the City limits from the interchange of South Novato Boulevard and Highway 101. It contains the Marin Golf and Country Club, Ignacio, Rafael Village, Domingo Canyon, and Pacheco Valle neighborhoods. Loma Verde is an unincorporated pocket in the district.

1990 population was 9,810. About half of the 3,840 housing units are single-family and the balance are apartments and condominiums. It includes including Rafael Village, which is surplus military housing along Ignacio Boulevard. Pacheco Valle, the southernmost part of the district, has attached condominium units and single-family homes.

The topography of the district consists of three parallel spurs of Big Rock Ridge and narrow intervening valleys. Environmental resources include the Pacheco Valle open space area and the dedicated open space areas near Loma Verde, managed by the Marin County Open Space District, and the Marin Golf and Country Club. The General Plan designates Big Rock Ridge as a scenic ridgeline, and development standards require protection of views of the ridge. Arroyo San Jose and Ignacio Creek, where streamside protection policies apply, extend through the district. Some areas alongside these creeks would be appropriate for public access.

Much of the remaining vacant land is on steep slopes with unstable soils, and special development measures to assure structural safety, preservation of environmental resources, and view protection, apply.

Ignacio Boulevard and Alameda del Prado, which contain regular bus service, are the main travel routes through the district. Sunset Parkway provides a connection between South Novato Boulevard and Ignacio Boulevard. Sunset is often used as a freeway diversion route when Highway 101 is congested.

Major public facilities in the district include the College of Marin Indian Valley Campus, the Enfrente Road Fire Station and the Loma Verde Elementary School. The City has recently completed development of the 10-acre Josef Hoog Neighborhood Park in the Domingo Canyon area. Two park sites and the Pacheco Valle community facility site may be dedicated to the

City but are now undeveloped. The area includes the private, 18-hole Marin Golf and Country Club.

General Plan Land Use Policies Relative to Southwest:

The 60 undeveloped acres remaining in the upper portion of the Anderson-Rowe project site are designated for a combination of low-density residential and medium density multi-family residential uses. Plan policies require locating these units to avoid unstable soils, preserve environmental resources, and protect views.

Rafael Village, the area of surplus military housing along Ignacio Boulevard would develop in accordance with the Hamilton Reuse Plan now being prepared by the Hamilton Reuse Planning Authority. The Pacheco Ranch winery, which is under an agricultural preserve contract, would continue in agricultural use. The adjacent 17-acre vacant parcel, which contains steep hillsides, is designated for Low Density Residential, at 1 - 5 units per acre.

The northerly portion of the Independent Journal facility, adjacent to Highway 101, is designated as Business and Professional Office plus Neighborhood Commercial to serve the Pacheco Valley area.

Two neighborhood shopping centers, Pacheco Plaza at Entrada and Enfrente and Ignacio Center at Ignacio Boulevard and Alameda del Prado, are designated Neighborhood Commercial, which would permit a combination of retail and housing.

4. Central

District Four includes Downtown Novato and other surrounding predominantly residential areas bounded by San Marin Drive on the north, Highway 101 on the east, Arroyo Avichi Creek and the City limits on the south, and McClay Road and Simmons Lane on the west.

The 1990 population of 7,500 includes a high proportion of senior citizens. The 2,800 housing units in the district include a wide variety of types and densities. About half are single-family detached, including Novato Heights and the adjacent area north to Center Road. The Northwest Quadrant, near the Downtown, contains a mix of older, small single-family homes and apartment buildings. The area around Diablo and Center Road contains apartments and condominium units. The neighborhoods around Seventh Street and Carmel Drive and around Lamont and Reichert Avenues have predominantly single-family detached homes with some multi-family homes and commercial at their peripheries. The area also contains a mobilehome park and a RV park along Redwood Boulevard. North of Olive Avenue is Redwood Mobilehome Park, with Dean's RV Park north of Redwood Boulevard.

Various hills provide a scenic backdrop for the urban development east of Downtown, and in the northwest and southwest parts of the district. Plan policies require that views be protected in any development project. The Old Town area along Grant Avenue east of Redwood Highway was previously designated as Historic District.

Novato Creek and Warner Creek extend through the center of the district. Streamside policies in the General Plan require setbacks and other measures to protect from flood damage and preserve environmental resources. Areas alongside the creeks could be enhanced to provide needed open space and connect activity centers.

Traffic congestion is an issue in Central Novato, on Highway 101 and on Novato Boulevard between Grant and Diablo. South Novato Boulevard will be widened to four lanes with a median from Diablo to Rowland. The General Plan proposes extending the High Occupancy Vehicle Lane north from Highway 37 to Atherton Avenue and retaining the Northwestern Pacific Railroad Right-of-Way for public transit use.

There is regular bus service along Redwood Boulevard, Novato and South Novato Boulevards, and Highway 101.

The City's major public facilities are in this district, including the City Hall campus and the Community House, the San Ramon Way Fire Station; and Lu Sutton Elementary School. The Hill Recreation Area includes the Margaret Todd Senior Center and extensive recreation facilities. Developed parks include Lee Gerner, Marion, and Stafford Grove.

The Downtown Specific Plan Committee is considering inclusion of a new community center/performing arts facility downtown and a multi-modal transit center.

General Plan Land Use Policies Relative to Central:

The General Plan calls for retention and improvement of the area north of Downtown for Commercial/Industrial uses, rather than replacing existing home improvement and light industrial businesses with retail as contemplated in the 1981 Plan.

The 47-acre Pinheiro Ranch site, north of Downtown, is designated for Low-Density Residential and Mixed Use. The flat part of the property could be developed with housing and commercial space along Redwood Boulevard.

The land on the southeast corner of Redwood and DeLong is also designated for Mixed Use.

Farther south, the Novato Creek Landing site, next to the freeway and south of the "windmill house," is designated for Business and Professional Office. The Diablo Triangle site, near the intersection of Diablo and South Novato Boulevard, is designated for Medium Density Multiple Family Residential.

Two undeveloped areas, the hillside west of Seventh Street and the hillside south of Center Road, are designated for Very Low-Density Residential, ranging between two acres per unit to one acre per unit, with development clustered to avoid areas of unstable soils.

Three neighborhood shopping centers are designated Neighborhood Commercial, which permits both retail and housing: Novato Downtown Center at Seventh and Grant, Novato Fair at Diablo/Redwood/South Novato Boulevard, and Nave Center at Center and South Novato Boulevard.

The City adopted the Northwest Quadrant Plan for the area northwest of the intersection of Redwood Boulevard and Grant Avenue in 1977. Policies of the Plan were incorporated into the 1981 General Plan. The objective of this plan was to maintain a mixed residential area near Downtown, with a high population concentration to support Downtown activities, while preserving the existing small, single-family homes. Single-family and multiple-family units are currently allowed throughout the area.

The Northwest Quadrant Plan includes a sliding scale of maximum densities: two units on lots less than 7,500 square feet, one unit per 2,000 square feet for lots 7,500 to 15,000 square feet, and one unit per 1,875 square feet for lots 15,000 square feet and larger.

Residents have expressed concerns that under present regulations, sound single-family homes have continued to be displaced by multi-family units. The General Plan calls for preparing a Specific Plan for the Northwest Quadrant.

5. Midwest

This area is bounded generally by Arroyo Avichi Creek on the north, Highway 101 on the east, the Anderson Rowe property on the south, and the City limits on the west, including College of Marin Indian Valley Campus. Its neighborhoods include Rancho Village, Woodland Heights, Sunset/Lynwood, Crossroads/Cheda Knolls, and Pacheco Ranch Estates.

The 1990 population of the area, 8,500 was approximately 16 percent of the planning area total. Most of the housing is single-family detached, but there are condominiums, townhouses, and apartments in the Crossroad/Cheda Knolls and Redwood Boulevard/Rowland Boulevard area. There are large estate-type homes in the hills above College of Marin Indian Valley Campus.

Environmental resources include the publicly owned Scottsdale marsh and adjacent wetlands areas, the College of Marin Indian Valley Campus and the surrounding public open space, and Arroyo Avichi Creek. Development in any of these areas is subject to General Plan policies encouraging preservation of environmental resources. Much of the remaining vacant land contains unstable soils on steep slopes, and would be subject to appropriate development standards.

South Novato Boulevard is the main travel route through the area. It will be widened to four lanes with a median from Diablo to Rowland. Golden Gate Transit provides regularly scheduled bus service on South Novato Boulevard.

The district contains a concentration of public school facilities, Novato High School, San Jose Middle School, and Lynwood and Rancho Elementary Schools, all of which provide extensive recreation facilities. Arroyo Avichi Park and the Redwood Boulevard Fire Station are also in the district.

General Plan Land Use Policies Relative to Midwest:

The General Plan designates the 34-acre hillside area west of Sunset Parkway Very Low Density Residential. Development would be clustered outside areas with environmental constraints.

The plan designates the College of Marin Indian Valley Campus as Community Facilities, Public Utilities and Civic Uses which would allow development of a Digital Village in conjunction with the College of Marin facility.

6. Northeast

This district includes the entire area north of Highway 37 and east of Highway 101 to the Petaluma River and northern City limits. Neighborhoods include Bahia and residential areas near the Olive School, Poplar Terrace, Davidson Street, and Atherton Avenue. The unincorporated Black Point community is adjacent. The new Vintage Oaks regional shopping center is southeast of the Highway 101/Rowland Boulevard interchange. There are some scattered industrial uses in the Bay plain, including the sewage treatment plant.

The 1990 population of the area was 4,380. More than 90 percent of the area's 1,610 housing units are single-family detached, some on large semi-rural lots. There are a mobile home park and a 15-unit apartment complex adjacent to Highway 101. The Bahia development includes some moderate-density attached water-oriented units. Nearby on Bugeia Lane is the Valley Memorial Park. The County has recently approved a development of residential estate-size lots on Pinheiro Ridge.

Much of the area consists of bay plains which have been diked and filled for agriculture. Under General Plan policies, agricultural lands would be encouraged to remain in agricultural use. The parts of the area below mean sea level are subject to flooding. The Marin County Flood Control District has purchased acreage adjacent to Novato Creek for ponding. General Plan policies would require careful review of development in flood plains.

Other environmental resources that will be protected under General Plan policies are Atherton Ridge, Olive Ridge, Reservoir Hill at Hamilton Field, and Deer Island. Streamside protection policies apply to Novato Creek.

Major travel routes in the area are Atherton Avenue, Bugeia Lane, and Olive Avenue, as well as the adjacent Highway 101 and Highway 37. There is regular bus service along Atherton and Olive. Marin County has programmed improvements to Atherton Avenue, including left turn lanes and shoulder improvements. The General Plan recommends that Caltrans extend the High Occupancy Vehicle Lane in Highway 101 from Highway 37 north to Atherton Avenue.

The Rush Creek Open Space area, outside the City limits, and Deer Island are owned by the Marin County Open Space District. Public facilities in the area include Olive Elementary School and adjacent park, the Atherton Avenue Fire Station, Slade Park, various mini parks, and the County's Petaluma River Boat Ramp. Private facilities include the Olive Ridge Tennis Club and Bahia Boat Ramp.

General Plan Land Use Policies Relative to Northeast:

The General Plan recommends that the 100-acre unincorporated area west of Gness Field be designated Light Industrial/Office, in conformance with industrial development as shown in the Marin Countywide Plan and 1981 Novato General Plan.

The approximately 1,000 undeveloped acres of the Bahia property are designated for a combination of Low Density Residential (1.1 to 5 units per acre) and Conservation (1 unit per 10-60 acres).

Undeveloped portions of Black Point outside the City Limits are designated Very Low Density Residential (up to 1 unit per acre). The Novato General Plan recommends continued

implementation of the policies of the County's Black Point Community Plan excluding those areas in the Urban Services Area (USA) as defined by LAFCO, which specifies residential densities from 1 unit per acre to 1 unit per five acres.

Other undeveloped hillside areas are designated for Very Low Density Residential, up to 1 unit per acre.

The area north of Novato Creek and adjacent to Highway 101, where a new hospital is proposed, is designated Community Facilities, Public Utilities and Civic Uses.

The undeveloped area south of the Vintage Oaks Shopping Center is designated Business and Professional Office.

7. Southeast

The southeast quadrant of the City extends south of Highway 37 and east of Highway 101. It contains Hamilton Field, the unincorporated Bel Marin Keys area, and the southern portion of the unincorporated Black Point community. The Bel Marin Keys Industrial Park is near the intersection of Highway 101 and Bel Marin Keys Boulevard.

The 1990 population was 6,290. There were about 2,150 housing units, in addition to the 950 units of former military housing at Hamilton. This included single-family detached units at Bel Marin Keys, the private Lanham housing development at Hamilton and two mobile home parks.

The City has approved a plan for development of 450 acres of Hamilton Field with 708 housing units, up to 845,000 square feet of commercial space, and 200 acres of parks and open space. The Hamilton Reuse Plan, prepared by the Hamilton Reuse Planning Authority, designates uses for the remaining 1,200 acres of the surplus military property. The County is processing a proposal for expansion of the Bel Marin Keys development.

With the exception of Black Point Ridge and the low hills southwest of Hamilton Field, the entire district is a historic Bay plain formerly subject to tidal action. Most of the area is below mean sea level and is subject to flooding. Novato Creek extends through the area and enters the Bay near the mouth of the Petaluma River. Some lands now used for agriculture would have greater economic potential for agricultural use if they were irrigated. The General Plan establishes controls over development in the environmentally constrained portions of this district, to protect environmental resources and minimize risks from flooding and earthquakes.

Bel Marin Keys Boulevard is the main travel route in the area, in addition to the adjacent Highway 101 and Highway 37. There is severe congestion during morning and evening commute hours near Bel Marin Keys Industrial Park. There is regular bus service to the Industrial Park, but not to the rest of the area. The General Plan recommends a new road extending on the east side of the freeway to improve access between Bel Marin Keys Industrial Park and Highway 37.

Public facilities include Hamilton Elementary School, with adjacent playing fields, and facilities provided by the Bel Marin Keys Community Services District, which is outside the City. Hamilton Field contains extensive recreation facilities once used by military personnel. The regional Bay Area Ridge Trail is proposed to extend through the area.

General Plan Land Use Policies Relative to Southeast:

The 164-acre Leveroni site, southeast of the 101/37 highway interchange, which is outside the City limits and used for agricultural purposes, is designated as Conservation (1 unit per 10-60 acres), and Light Industrial/Office on the westerly 14 acres adjoining Hamilton Drive. Its constraints include wetlands, flooding hazards, and soil instability.

The 238-acre Black Point Golf Links site is designated for a combination of Rural Residential on the upland, wooded portion and Conservation (1 unit per 10-60 acres) on diked historic Bay lands which are now used partially for agriculture.

The General Plan recommends restoration of wetlands on the runway at Hamilton Field.

The Plan recommends designation of the portion of the St. Vincent's property, which adjoins Hamilton Field but is outside the City Limits, for Conservation (1 unit per 10-60 acres). The land has wetlands, flooding, and soil instability constraints and is now used for agriculture.

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Appendix B

Reference Documents

Appendix B: Reference Materials

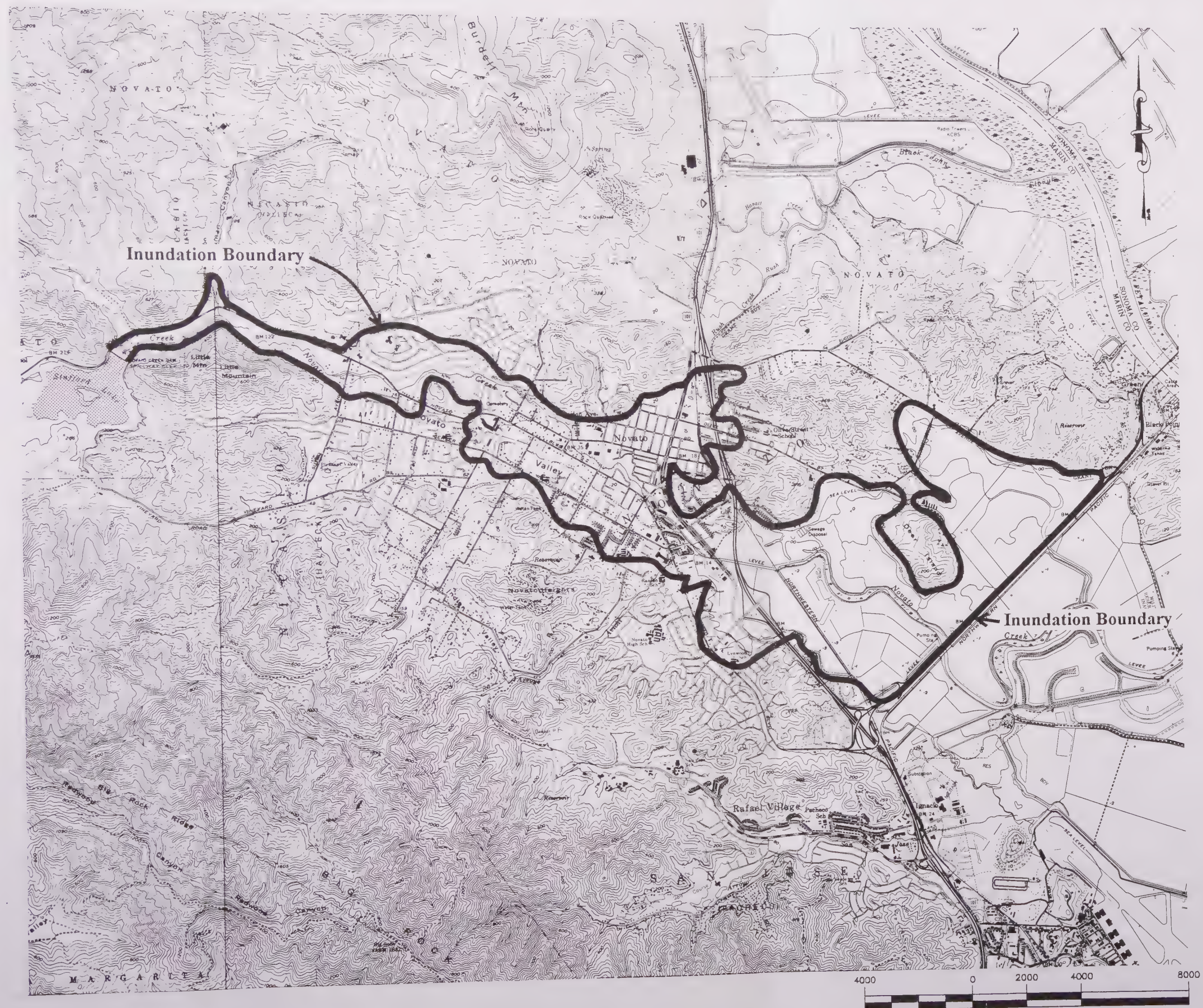
Hamilton Reuse Plan Map *

Northwest Quad Specific Plan *

Inundation Map of Novato Creek Dam Map

* The complete documents are available at the front counter of the Community Development Department, 901 Sherman Avenue, Novato.

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Inundation Map of Novato Creek Dam

Legend

 Inundation Boundary

Refer to Safety and Noise Chapter
regarding flood hazards; page V-6

City of Novato GENERAL PLAN

MARCH 1996

Glossary

Novato General Plan Glossary

The Novato General Plan Glossary replaces the California General Plan Glossary which was appended to the July 1995 Draft General Plan. The California General Plan Glossary was prepared by the California Planning Roundtable, edited by Naphtali H. Knox and Charles Knox, Palo Alto, California, 1990. The Novato General Plan Glossary uses the California General Plan Glossary as the basis for definitions of abbreviations and terms that are used in the Novato General Plan and that are consistent with the intent of the General Plan.

List of Abbreviations

ABAG:	Association of Bay Area Governments
ADT:	Average daily trips made by vehicles or persons in a 24-hour period
ALUC:	Airport Land Use Commission
BAAQMD:	Bay Area Air Quality Management District
BMR:	Below-market-rate dwelling unit
CEQA:	California Environmental Quality Act
CIP:	Capital Improvements Program
CMA:	Marin Congestion Management Agency
CMP:	Marin Congestion Management Plan
CNEL:	Community Noise Equivalent Level
dB:	Decibel
dBA:	"A-weighted" decibel
EIR:	Environmental Impact Report (State)
EIS:	Environmental Impact Statement (Federal)
EMF:	Electromagnetic Fields
FAA:	Federal Aviation Authority
FAR:	Floor Area Ratio
FEMA:	Federal Emergency Management Agency
FIRM:	Flood Insurance Rate Map
FmHA:	Farmers Home Administration
HCD:	Housing and Community Development Department of the State of California
HUD:	U.S. Dept. of Housing and Urban Development
JPA:	Joint Powers Authority
LAFCo:	Local Agency Formation Commission
L_{dn}:	Day and Night Average Sound Level
L_{eq}:	Sound Energy Equivalent Level
LOS:	Level of Service
MTC:	Metropolitan Transportation Commission
OPR:	Office of Planning and Research, State of California
PUD:	Planned Unit Development
UHC:	Uniform Housing Code
VMT:	Vehicle Miles Traveled

List of Terms

Acres, Gross

The entire acreage of a site.

Adverse Impact

A negative consequence for the physical, social, or economic environment resulting from an action or project.

Affordable Housing

Housing capable of being purchased or rented by a household with very low, low, or moderate income, based on a household's ability to make monthly payments necessary to obtain housing. Housing is considered affordable when a household pays less than 30 percent of its gross monthly income (GMI) for housing including utilities.

Buildout; Build-out

Development of land to its full potential as permitted under General Plan and zoning designations.

Clear Zone

That section of an approach zone of an airport where the plane defining the glide path is 50 feet or less above the center line of the runway. The clear zone ends where the height of the glide path above ground level is above 50 feet. Land use under the clear zone is restricted.

Clustered Development

Development in which a number of dwelling units are placed in closer proximity than usual, or are attached, with the purpose of retaining an open space area.

Cumulative Impact

As used in CEQA, the total impact resulting from the accumulated impacts of individual projects or programs over time.

Dedication

The conveying by an owner or developer of private land for public use, and the acceptance of land for such use by the governmental agency having jurisdiction over the public function for which it will be used. Dedications for roads, parks, school sites, or other public uses often are made conditions of approval of a development.

Density, Residential

The number of permanent residential dwelling units per acre of land. Densities specified in the General Plan are expressed in units per gross acre.

Density, Employment

A measure of the number of employed persons per specific area (for example, employees/acre).

Destination Retail

Retail businesses that generate a special purpose trip and which do not necessarily benefit from a high-volume pedestrian location.

Detention Dam/Basin/Pond

Detention dams are constructed to retard flood runoff and minimize the effect of sudden floods. Detention dams fall into two main types. In one type, the water is temporarily stored, and released through an outlet structure at a rate which will not exceed the carrying capacity of the channel downstream. Often, the basins are planted with grass and used for open space or recreation in periods of dry weather. In the other type, most often called a Retention Pond, the water is held as long as possible and may or may not allow for the controlled release of water.

Easement

Usually the right to use property owned by another for specific purposes or to gain access to another property. For example, utility companies often have easements on the private property of individuals to be able to install and maintain utility facilities.

Easement, Conservation

A tool for acquiring open space with less than full-fee purchase, whereby an agency or organization buys only certain specific rights from the land owner. These may be positive rights (providing the public with the opportunity to hunt, fish, hike, or ride over the land), or they may be restrictive rights (limiting the uses to which the land owner may devote the land in the future.)

Ecology

The interrelationship of living things to one another and their environment; the study of such interrelationships.

Erosion

(1) The loosening and transportation of rock and soil debris by wind, rain, or running water. (2) The gradual wearing away of the upper layers of earth.

Exaction

A contribution or payment required as an authorized precondition for receiving a development permit; usually refers to mandatory dedication (or fee in lieu of dedication) requirements found in many subdivision regulations.

Expansive Soils

Soils which swell when they absorb water and shrink as they dry.

Fault

A fracture in the earth's crust forming a boundary between rock masses that have shifted.

General Aviation

General aviation includes flight schools, small charter operations, aircraft maintenance, small utility aircraft used for pleasure, pleasure/business and corporate/business,

helicopter schools and charter operations and similar type and size operations. It does not include air carriers (commuter, regional, and major airlines) and military operations.

Habitat

The physical location or type of environment in which an organism or biological population lives or occurs.

Hazardous Material

Any substance that, because of its quantity, concentration, or physical or chemical characteristics, poses a significant present or potential hazard to human health and safety or to the environment if released into the workplace or the environment. The term includes, but is not limited to, hazardous substances and hazardous wastes.

Impact Fee

A fee, also called a development fee, levied on the developer of a project by a City, County, or other public agency as compensation for otherwise-unmitigated impacts the project will produce. California Government Code Section 66000 et seq specifies that development fees shall not exceed the estimated reasonable cost of providing the service for which the fee is charged. To lawfully impose a development fee, the public agency must verify its method of calculation and document proper restrictions on use of the fund.

Impervious Surface

Surface through which water cannot penetrate, such as roof, road, sidewalk, and paved parking lot. The amount of impervious surface increases with development and establishes the need for drainage facilities to carry the increased runoff.

Local Agency Formation Commission (LAFCo)

A five-member commission for Marin County that reviews and evaluates all proposals for formation of special districts, incorporation of cities, annexation to special districts or cities, consolidation of districts, and merger of districts with cities. Under State law, the LAFCo for each County is empowered to approve, disapprove, or conditionally approve such proposals.

Overlay

A land use designation on the Land Use Map, or a zoning designation on a zoning map, which modifies the basic underlying designation in some specific manner.

Parcel

A lot, or contiguous group of lots, in single ownership or under single control, usually considered a unit for purposes of development.

Peak Hour/Peak Period

For any given roadway, a daily period during which traffic volume is highest, usually occurring in the morning and evening commute periods. Where "F" Levels of Service are encountered, the "peak hour" may stretch into a "peak period" of several hours duration.

Rare or Endangered Species

A species of animal or plant listed in: Sections 670.2 or 670.5, Title 14, California Administrative Code; or Title 50, Code of Federal Regulations, Section 17.11 or Section 17.2, pursuant to the Federal Endangered Species Act designating species as rare, threatened, or endangered.

Ridgeline

A line connecting the highest points along a ridge and separating drainage basins or small-scale drainage systems from one another.

Riparian Habitat

Habitat comprised of the vegetative and wildlife areas adjacent to perennial and intermittent streams. Riparian areas are delineated by the existence of plant species normally found near freshwater.

Significant Effect

A beneficial or detrimental impact on the environment. May include, but is not limited to, significant changes in an area's air, water, and land resources.

Site

A parcel of land used or intended for one use or a group of uses and having frontage on a public or an approved private street. A lot. (See "Lot.")

Slope

Land gradient described as the vertical rise divided by the horizontal run, and expressed in percent.

Sphere of Influence

The probable ultimate physical boundaries and service area of the City, formally approved by the Marin County Local Agency Formation Commission (LAFCo).

Use Permit

Documentation of City approval of an activity, function or operation on a site or in a building or facility following discretionary review.

Watercourse

Natural or once natural flowing (perennially or intermittently) water including rivers, streams, and creeks. Includes natural waterways that have been channelized, but does not include manmade channels, ditches, and underground drainage and sewage systems.

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Bibliography

Bibliography

A number of technical and background reports were prepared to provide the data necessary for the Novato General Plan. All these reports are on file in the City of Novato Community Development Department. They include:

1. Issues Report for the General Plan Revision (Marjorie Macris/PAS & Associates, June 1993)
2. Fiscal Issues Report – Novato General Plan Update (Mundie & Associates, June 1993)
3. Economic Issues Background Report – Novato General Plan Update (Mundie & Associates, June 1993)
4. Economic Evaluation and Strategy Report – Novato General Plan Update (Mundie & Associates, June 1993)
5. Evaluation of General Plan Alternatives: Circulation Issues – Novato General Plan (DKS Associates, December 1993)
6. Plan Alternatives Report for the General Plan Revision (Marjorie Macris/PAS & Associates, January 1994)
7. Existing Conditions Report, City of Novato General Plan Revision (The Planning Center and revised by City staff in April 1995)
8. General Plan Revision – Transportation Background Report #3: Evaluation of the Preferred Plan and Alternatives (Whitlock & Weinberger Transportation Inc., June 1995)
9. Draft Environmental Impact Report for the Novato General Plan (Leonard Charles & Associates, July 1995)
10. Final Environmental Impact Report – Novato General Plan revision (Leonard Charles & Associates, November 1995 and January 1996)

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NOVATO GENERAL PLAN


LU MAP 1

LAND USE DESIGNATIONS

MARCH 1996

  CITY LIMITS

  SPHERE OF INFLUENCE


0 FEET 5000

SCALE 1"=1000'



